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NY Governor Carey Pardons Seven Involved in Attica Riot, 'Closing Book' on 1971 Incident

In a move designed to "close the book" on the 1971 Attica prison revolt, New York Governor Hugh Carey recently pardoned seven former Attica inmates, commuted the sentence of an eighth prisoner, and stated that no disciplinary action would be taken against 20 state troopers and prison guards who were involved in retaking the prison.

As a result of the governor's unexpected action, none of the seven convicted inmates will face incarceration because of their conduct during the Attica rebellion — the bloodiest riot in American penal history — in which 43 men, including 10 hostages, were killed.

The eighth prisoner, John B. Hill, is currently serving a 20-year-to-life term as a result of his conviction in April 1974 for the killing of prison guard William Quinn in the early days of the rebellion. Carey commuted Hill's sentence, making the inmate eligible for parole sometime this month, 17 years before his minimum period of imprisonment would have expired.

"Two independent investigators that I



N.Y. Governor Hugh L. Carey

caused to be appointed have documented the one-sided nature of the prosecutions," Carey said. "The failure to take early and vigilant action to insure a vigorous, thorough and impartial investigation and prosecution of all crimes committed during the tragic five days in September renders futile any further attempts to secure even a semblance of equal justice now through

further prosecution."

Citing investigations by Bernard S. Meyer and special prosecutor Alfred J. Scotti, Carey noted that the assault to retake the prison was not properly planned, that authorities had failed to collect and preserve evidence once the prison was retaken, and that the subsequent investigation was poorly financed and administered.

"The two independent investigations have made it abundantly clear to me that these repeated failures have effectively precluded the possibility now of bringing to justice, by trial or disciplinary action, any armed personnel who were misdirected or abused their authority in the retaking of the facility and rehousing of the inmates," the governor declared.

Carey's action was sharply criticized by the heads of unions representing state troopers and prison guards. New York State Police PBA President Patrick Carroll called the statement "a slap in the face" because it suggested that guards and troopers had in fact committed disciplinary infractions.

If Carey "wants to play God, I'd like to see him bring back Billy Quinn," said Ronald Wert, president of the Attica

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Probe of FBI Activities Not Seen Yielding Major Charges

The Justice Department's probe into alleged corruption in the Federal Bureau of Investigation reportedly will not produce any major criminal charges against bureau personnel, according to a New York Times article.

Initiated last February, the inquiry had concentrated on the alleged theft of government property by some past and present FBI officials, diversion of funds by others, and circumstances suggesting that bureau purchasing agents might have received kickbacks from private companies.

According to a Times source, Justice Department prosecutors had uncovered a pattern of impropriety and misadministration reaching back many years. However, the question of whether to seek indictments was overshadowed by the negligible amounts of money involved, by questions of "fairness" to those under investigation and by the fact that the five-year statute of limitations on Federal prosecutions had run out in many of the cases, the source said.

When one department official was told of the source's contentions, he commented that he was "glad that somebody has finally recognized the problems with this investigation."

Although he emphasized that "nothing major" would come out of the investigation, the first source did not rule out the possibility "that there may be some criminal

charges."

Michael E. Shaheen, who directs the Justice Department's Office of Professional Responsibility, is heading the investigation into alleged FBI corruption, one of two separate criminal inquiries into bureau activities now being conducted by the department.

The second probe, which is examining the possible use of burglaries and other illegal investigative techniques by FBI agents, is reportedly making good progress. A Times source said that a Federal grand jury now sitting in New York City would be asked to vote indictments in that matter before the end of March.

Commenting on the prosecutorial obstacles that had arisen in the corruption investigation, the first source said some of the "principal offenders," particularly the late FBI Director J. Edgar Hoover, "are beyond anybody's reach." He added that the evidence against some former bureau officials who are still living was not as strong as it should be.

Although he implied that the evidence against lower-echelon officials was stronger, the source questioned whether, on the grounds of fairness, indictments should be sought against them "if you haven't got good cases against the higher-ups."

Shaheen's office reportedly has examined what the Justice Department describes

Continued on Page 7

LEAA Study Shows Violent Crime Rising in 5 Biggest US Cities

The country's five largest cities experienced a 7.4 percent rise in violent crime between 1972 and 1974, and eight other large U.S. cities had a 13 percent increase in violent offenses between 1971 and 1974, according to two recently released LEAA victimization surveys.

While the 13 cities surveyed contain about one-tenth of the nation's population of persons 12 years of age or older, they account for approximately 31 percent of the nation's violent offenses as measured by the FBI's Uniform Crime Reports (UCR).

The latest FBI figures, for the first nine months of 1976, show a five percent decline in violent crime for the entire nation. However, LEAA warned that comparisons between its crime victim surveys and bureau statistics are inappropriate because of substantial differences in data collection techniques.

LEAA noted that certain trends seem apparent within its victimization studies. The agency said that commercial crimes dropped by 6.7 percent in the five-city group and by 7.7 percent in the eight-city group. There were 16.9 million adult inhabitants in the first group and 3.6 million in the second during 1974.

Both surveys are a part of LEAA's permanent crime victim statistics series that study the extent and character of crime through a representative sampling of households and commercial concerns. The Bureau of Census conducted the interviews for the agency in approximately 10,100 homes, representing 21,000 individuals, and interviewed the operators of more than 1,600 businesses in each city.

The survey category of crimes against persons included rape, robbery, assault, and the larceny of personal effects, while the household offenses that the study considered were burglary, automobile theft, and the larceny of household goods.

For commercial establishments, the crimes counted by the survey were robbery and burglary. Some crimes, such as murder, kidnapping, white collar offenses, shoplifting, and employee theft cannot be measured through a victim survey because the victim is not available to be interviewed or he is not aware that the crime has occurred.

In the five-city group, LEAA noted that there were an estimated 3.35 million crimes committed during the initial survey.

Continued on Page 5

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Court Order Allows Reporters To View Texas Executions

Reporters in Texas will be permitted to interview death row inmates and witness any future executions in the state as a result of a recent Federal District Court order.

Judge William Taylor ruled that the Texas Department of Corrections and its director, W.J. Estelle, had acted unconstitutionally last month by denying reporters access to death row prisoners. He added that news representatives also had a constitutional right to witness all executions performed by the state.

The ruling grew out of a suit filed by Tony Garrett, a Dallas television newsman, and the American Civil Liberties Union which asked that Estelle's death row ban be lifted.

Before Estelle had issued his directive last December, reporters generally were given free access to all inmates who had received the death sentence.

Chicago PD Rezones Districts To Even Force's Workload

The Chicago Police Department has proposed city-wide district boundary changes that are designed to more equitably distribute the force's projected workload.

Superintendent James M. Rochford said he expects the modifications to go into effect sometime close to March of this year. He added that the new boundaries would follow straight lines wherever possible, and that main streets and natural barriers would be used for demarcation in most cases.

Noting that the change was made possible by new computer techniques developed by Illinois Bell Telephone Company, the superintendent said the updated methods would free the department from having to set boundaries in conformity with telephone exchange areas.

Rochford further noted that the boundaries were planned to ensure a "fail safe operation" should the computer-assisted

switching of incoming calls for service be temporarily interrupted. He explained that the proposed boundaries take into consideration the Illinois Bell mechanical switching which would be utilized as back-up technique.

The proposed modifications will eliminate districts that have two separate police radio zones within them and enable the department to readjust workloads as crime conditions change, Rochford said.

Tennessee Academy To Train First Black Female Trooper

Tennessee's first black female trooper was among the 30 candidates who began an intensive eight week training course at the state's academy this month.

Terri C. Seabrook, 29, worked as a salesperson, cashier and deputy court clerk before she applied to the patrol. She holds an associate degree in elementary education and speech.

"I am very pleased with the qualifications and character of the applicants," said Commissioner of Safety Joel Plummer. "I believe the new troopers will be a credit to the State of Tennessee and its citizens in our prime mission of making Tennessee's highways the safest in the nation."

The training, which began January 2, consists of over 200 hours of classroom and practical instruction. Subjects include traffic laws, arrest and courtroom procedures, emergency medical services, civil disturbances, and community relations.

Justice Department Limits Use Of FBI Informants

The Justice Department recently issued detailed standards that prohibit FBI informers from employing unlawful techniques in gathering information, from participating in or provoking violence or other criminal acts, and from compromising Federal prosecution of individuals on whom they have provided information.

In announcing the guidelines, Attorney General Edward H. Levi declared that the bureau's use of informers "should be carefully limited," because the informers' motivation and reliability were sometimes questionable and their presence necessarily involved "an element of deception and intrusion into the privacy of individuals."

Last March, Levi issued related standards that stipulated the kinds of investigation in which present informers could be used and new ones could be recruited by the bureau.

Commenting on the latest restrictions, the Attorney General said that the guidelines contain an existing rule that prohibits informants from undertaking any act that FBI agents themselves were barred from carrying out.

New York City Plan Calls For Phasing Out of 1500 Police Jobs

New York City Mayor Abraham Beame recently proposed an austerity plan which includes the elimination of 1,500 police

department positions. The jobs would be phased out primarily through attrition.

In a related development, Police Commissioner Michael J. Codd said that the department may be forced to lay off 75 officers because the Federal government has refused to pay the city \$2 million for guarding foreign diplomats.

The commissioner declared that the Treasury Department reneged on a Federal commitment to reimburse the city, stating that the NYPD performs only functional, everyday duties in guarding United Nations missions and consulates.

Although the city had been expected to receive a total of \$6 million under a 1975 legislative measure, the money has not been released because the legislation did not specify distribution regulations.

"The \$2 million was figured into our budget," Codd said. "We were counting on it, and, as a result, this could mean additional laying off of police officers because of budgetary shortages."

A series of restrictive regulations was published in the Federal Register last September in which the Treasury Department specified that reimbursement would be provided only for "extraordinary" protective services.

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Minnesota Panel Pushes Need For Juvenile Rehabilitation

Minnesota's juvenile system should concentrate on rehabilitating rather than punishing youthful offenders even though existing resources do not "reach far enough to encompass need," according to a recently released report commissioned by the State Supreme Court.

The report was based on a study by a 17-member panel of experts who examined the state's juvenile court system beginning in September 1975. The 10-county survey gathered data from questionnaires sent to juvenile court judges, probation officers and law enforcement officials. Information was also provided by the Governor's Commission on Crime Prevention and Control.

In emphasizing the rehabilitative aspect of juvenile justice, the study commission recommended that the results obtained from treatment programs be constantly and carefully monitored. It added that juvenile courts should be authorized to establish and administer diversion programs according to specified standards.

Juvenile courts should also administer the intake process, the study said, noting that the process should be based on a set of standards concerned with assessing the treatment needs of youths coming to the courts attention.

The report recommended that intake determinations take into consideration the environmental and cultural situation of the juvenile, the prevailing standards of behavior in the community, and the full range of potential resources that might be utilized in treatment. This could be accomplished through the appointment of an advisory committee that is representative of the community, the study said.

In regard to treatment facilities, the report suggested that the state's juvenile courts maintain a current catalog of resources available for meeting the needs of juveniles. "In the use of private agencies, the court should require that progress reports be submitted periodically for each juvenile under care," the study added.

Minnesota's Department of Corrections' role of juvenile rehabilitation was also scrutinized by the commission. It was recommended that the department submit to the legislature a plan for providing additional programs and facilities that are appropriate for so-called hard-core juveniles.

The study also called on the department to develop and adopt a procedure that would allow input from the home community prior to the release of a youthful offender from an institution.

Recommendations for the state legislature were also included in the report which declared that the Minnesota Juvenile Code should be amended to make the juvenile's right to treatment explicit.

"It should be made specific in the statute that court intervention which does not provide needed treatment to the juvenile violates his legal rights," the report said.

A lack of variety in juvenile programs currently offered by Minnesota was found by the commission, and the panel suggested that additional programs are needed.

"The attitude of the leadership for such development is a crucially important ingredient for its success," the report said. "What is required is a willingness, even an eagerness, to help design, establish and evaluate programs which offer promise of greater effectiveness in meeting the problems of delinquent youth."

\$50M Savings Seen Possible in Jury Selection Reform Program

A jury reform program designed to provide more efficient jury selection and management has been implemented in 18 state and local court systems, according to a recent LEAA announcement.

Noting that a key element in the project is to reduce the number of persons summoned for jury duty, LEAA stated that the program could save millions in tax dollars and shape the way that jurors are selected and managed for many years to come.

Participating courts are receiving up to \$100,000 each, for a total grant of about \$1.8 million, from the National Institute of Law Enforcement and Criminal Justice, LEAA's research branch.

"We have the capacity to improve greatly the administration of our jury system — to eliminate needless waiting and reduce the cost of operation," Institute Director Gerald M. Caplan said, "and it is encouraging to observe now that the courts are willing to utilize this knowledge."

A 1974 Institute-financed study discovered that the number of persons called for jury duty could be reduced by 20 to 25 percent without adversely affecting court operations. The study also noted that wide variations existed in all phases of jury selection and utilization and suggested diverse ways to improve jury service.

The present program will attempt to put the study's findings into practice. Each participating jurisdiction will try to incorporate the recommended jury selection processes within the framework of existing court practices.

LEAA estimates that the total national expenditures for juror fees are approx-

imately \$200 million annually. Agency Administrator Richard W. Velde observed that if the 18 court systems eliminate overcalling jurors their combined annual savings will be about \$3 million.

"If this policy is adopted by court systems throughout the nation, savings could exceed \$50 million annually," Velde said. "It's hoped the program will result in jury systems that will operate more smoothly, at a minimum cost, and with a minimum amount of inconvenience to the jurors."

According to Caplan, some court systems have already applied some of the techniques developed by the original study and have realized substantial savings. New York County has reduced the average number of jurors called each day from 1,400 to 900, for a \$1.2 million annual savings. Other jurisdictions have reported that they have saved up to \$60,000 annually by applying the new court management methods.

"All changes are intended to improve the efficiency of the courts, while making jury duty more meaningful to those who serve," Caplan said.

Part of the overall LEAA grant will be used to finance on-site evaluations of current juror selection methods in each jurisdiction by a team of court specialists. Field test seminars have already been conducted in Houston to coordinate the individual efforts of each of the 18 court systems. The sessions were provided by the University Research Corporation of Washington, D.C., and Bird Engineering Research Associates of Vienna, Virginia.

A series of workshops in each of the 10 LEAA regions is also being conducted to explain the program to other courts in the region. Creighton University in Omaha will evaluate the program.

NY Inmates Get Professional Video Practice, Work in Creating CJ Training Materials

A unique work-release project that provides inmates with "hands-on" experience in the operation of a color-TV studio has been established in Albany, New York as part of the state's expanding TV/video training program.

Six inmates from various facilities in the state have already received vocational training in what is thought to be the nation's only inmate-manned color-TV studio. The program has equipped studios at New York's Department of Correctional Services' (DOCS) Training Academy with broadcast-quality color and black-and-white equipment.

The department expects to expand the training program to the state's 15 major correctional facilities to reach hundreds of prisoners. "The days are long past when the only vocational training an inmate received was on the rockpile," said DOCS Commissioner Benjamin Ward. "After six months of five-day-a-week training in this highly sophisticated educational release program, former inmates will be technically prepared to apply for jobs with industrial and television production houses."

DOCS' television studios were funded with approximately \$150,000 of a two-year, \$4.2 million vocational education grant from LEAA which is being administered by New York's Division of Criminal Justice Services (DCJS). The facilities are equipped with cameras, lighting and other gear identical to that used by many commercial TV stations.

There are several side benefits that the project is expected to provide. Videotapes produced in the academy studios will be used for training inmates in such skills as TV repair, plumbing, welding and dental work. Other inmate-created tapes will be utilized to train corrections officers, counselors and institutional medical personnel.

A current project of CSET-TV (Correctional Services Educational Training) involves the production of a videotape which will be used as an introduction to a course in training local police, throughout the state, on how to breakup potentially dangerous family disputes. The production will feature DCJS Commissioner Frank J. Rogers.

"Not only can my agency use this equipment to train police officers in how to protect themselves and the public," Rogers said, "but I can foresee videotapes made in DOCS' studios by district attorneys and public defenders; judges and court personnel; corrections, probation and parole workers — the whole spectrum of the criminal justice system."

Emphasizing the rehabilitative aspect of the project, the commissioner said, "These TV studios provide a unique opportunity for those who have broken the law to come to its aid — and to their own as well."

Five inmates are presently attending the academy's video course. They are "in transit" from five prisons and are bussed in daily from their temporary residence

at the Coxsack Correctional Facility. All will graduate from training within the next few months.

The course has proved so successful that one inmate, Tyrone Dilligard, declined parole in October in order to continue in it. Another video-trained prisoner, Karl Gaddy, was paroled last month, and he plans to apply for a job in a New Jersey videotape studio.

Describing the caliber of his prison education, Gaddy said, "After a few months' training, we invited professionals here and took a written and performance test for engineers' jobs. One guy with 10 years' experience at a local TV station broke a piece of equipment and took two hours to finish the test."

"I finished it in 35 minutes, and I passed," the inmate added.

At a recent news conference in which a six-man CSET-TV crew demonstrated their video abilities to the press, local television newsmen Jim Williams told the inmates that outside video jobs are not readily available.

"Any time you engineers, electrical workers or cameramen have to deal with a union situation, there is quite often a lack of turnover," he warned.

However, DCJS noted that paroled inmates would be backed in their job searches by a new state law. Effective this month, the act forbids any public or private employer to deny a job to an individual because he was convicted of a previous offense.

St. Louis Curb on Deadly Force Stayed for Appeal

A Federal appeals court recently postponed the imposition of a ruling that restricts the power of Missouri police officers to shoot at fleeing suspects until the U.S. Supreme Court has a chance to review it.

In an order issued early this month, the United States Court of Appeals for the Eighth Circuit said the delay in the imposition of its December 1 ruling "shall continue until the final disposition of the case by the Supreme Court."

Last month's 4 to 3 decision had challenged parts of Missouri laws that permit police officers to use deadly force against fleeing suspects in felony cases.

The recent delaying action means that it will be six to 18 months before Missouri police officers might have to abide by the original court decree. The Supreme Court will decide by late June which cases from lower courts it will review.

If the high Court refuses to consider the case, the ruling would go into effect immediately. However, if the Court votes to review the decision, it may take as long as a year before the Justices issue their own conclusions.

In seeking the delay, the state Attorney General's office argued that the ruling was unwarranted and that it will hamper law enforcement. "Without the deterrent effect provided by potential use of deadly force, criminals would have little or no incentive to submit to an arrest," the state said.

An American College Professor Looks At Bramshill, The British National Police College

By JOHN J. SULLIVAN

In the Summer of 1976, I had the unique and most rewarding experience of being a Visiting Professor at the National Police College at Bramshill in England. John Jay College of Criminal Justice has had an exchange teaching program with the Police College for several years. Members of the John Jay faculty with backgrounds in sociology, law, police science, corrections and criminology have taught at Bramshill. Bramshill, on the other hand, has sent to John Jay members of its academic faculty as well as senior police officers with academic and professional experience.

The purpose of Bramshill is exemplified by its motto *Studiis Alitur Auctoritas*. Authority is Strengthened by Learning. It meets this aim by providing higher training for the present and future leaders of the police service. The program is designed to develop the students' potential for higher responsibility by broadening their outlook, increasing their social insights, quickening their mental powers, and building up professional skills and knowledge so that they may better meet the present and future challenges of a rapidly changing society.

The students for the various courses come from the ranks of the 43 different police forces of England and Wales and from various overseas forces.

The 250-acre estate is dominated by an imposing 17th century mansion of late English Renaissance architecture which sits on a rise at the end of a mile-long driveway. This building is used today as the administrative headquarters of the College and it houses the library, the chapels and rooms for general recreational use and the commandant's living quarters.

The rest of the campus consists of modern classrooms, lecture rooms, offices, dining hall, assembly hall, study-bedrooms, apartments for the staff and a well equipped sports hall. Outdoor sporting facilities are also available.

The faculty of directing staff at Bramshill is a unique combination of persons with traditional academic backgrounds and those with professional expertise. The commandant is the principal of the College and at the present time that post is held by Assistant Chief Constable T.G. Lamford, Esq., a veteran officer with more than 26 years of police service. The Dean of Academic Studies is Professor Ian Watt who holds a honors degree in philosophy, politics and economics from Merton College, Oxford.

The police staff are selected from their forces for two years. The civilians are appointed on the recommendation of a selection board at the Home Office for an indefinite period.

There are five courses offered at the College in an ascending scale designed to meet the needs of training those aspiring to the ranks of sergeant through chief superintendent.

The Special Course, of one year duration, is for young constables of outstanding quality and promise. Upon completing the course, the officer is promoted to sergeant and after one year of satisfactory service in that rank is further advanced to the rank of inspector. Each year only about 40 are selected for this course; and the



Instructors point out the intricacies of a British police district during a map exercise conducted in Bramshill's Amphitheatre.

competition is keen and the standards are high.

The course consists of a combination of professional and academic studies ranging from traffic control to international affairs. Management and leadership are emphasized.

The Inspectors' Course is the largest and most expansive of the courses offered. It is designed to train inspectors for the middle ranks of the police service. About 150 officers attend each of the four three-month long sessions each year.

The students are divided into groups of about 20, known as syndicates. Each syndicate is supervised by a team consisting of a member of the academic faculty and a member of the professional faculty.

These faculty members guide the group through a series of academic and professional studies. The academic areas include, in part, history, government, sociology, international affairs, and economics. The professional program includes problems in leadership and management, operational responsibilities, public relations and communications.

The program is divided into themes such as Community Relations or Terrorism. The professional and academic staff coordinate the course and very often guest lecturers address the entire group. After such a talk the syndicates hold discussions on the subject matter. Student participation is a must in the syndicate and each student is also assigned one or more research projects. Members of the directing staff hold regular tutorial sessions with the students to monitor their progress.

One day a week is set aside for the student to follow specialist subjects in both the academic and professional fields. The

students from all of the syndicates individually select a specialism, be it Marxism, Communications or, in the case of the author's situation, the American Criminal Justice System. The class consists of members from various syndicates and meets on an all day basis.

The syndicate also represents a close social grouping for the officers. They identify with their syndicates and syndicate leaders are selected from the group. Each syndicate is given an opportunity to have its representative serve as "Mess President" during the term. The syndicates also engage in competitive sports against each other and against teams from outside the College.

In the ascending scale of offerings, there are three command level courses offered at the College.

The Overseas Command Course trains senior officers from various parts of the British Commonwealth for the responsibilities of assistant commissioner and above. Directed by a former chief officer of an overseas force, its program consists of academic and professional subjects. Participants come from as far away as Pakistan, and several are from the British West Indies.

There are two other courses offered to train officers to assume upper command positions. Command Course Part I is for officers of the middle ranks such as superintendents who are likely to be given divisional or departmental command. About 35 candidates, selected by regional boards, attend each six month session.

Command Course Part II is designed to equip the officer for the highest posts in the police service. A candidate must have gone through the Part I Command Course before he or she can qualify for this

course.

Both command courses stress leadership and management and current police and social problems. Modern technology is studied, particularly in the use of the computer in operational police problems.

The students are sent to various police forces in England, or Wales and on the continent to examine problems in crime control, public order, management, and other areas.

Officers from other countries also attend the command courses. Participants have included members of the New York City Police Department, the FBI, and Australian, and New Zealand forces.

The command courses are also divided into syndicates and the director is an Assistant Chief Constable with a staff of civilian and professional officers serving as faculty.

Outside lecturers include chief officers of various forces, university faculty members, business leaders, government officials and media experts.

When I arrived at Bramshill I was assigned to the Inspectors' Course to give a specialism entitled "The American Criminal Justice System" and also to give lectures in the Command Course.

Sixteen inspectors formed my class; they came from 12 different forces and had service records ranging from 14 to 24 years. I met with them on a Monday, with classes scheduled from 9:00 A.M. to 6:00 P.M. The later afternoon hours, however, were often utilized as research time in the library.

Not knowing what to expect, I had prepared an extensive syllabus before going to England. When I met with the class, I presented the various areas to them and asked what topics they would be most interested in. After discussing it among themselves, they settled on the following as the basis of the discussions for the next six weeks: Introduction to the American Legal System; Police Department Organizations; Substantive Crimes; Law of Arrest; Search and Seizure and the Exclusionary Rule; Miranda Cases; Wiretapping and Eavesdropping; Police Corruption; Line-ups; Civil Rights; Use of Firearms by Police; and Police Discipline.

I brought with me a large collection of hand-out materials including court decisions, magazine articles and booklets which were circulated among the students, and after a review of the excellent offerings in the library, a list of readings was given to the class. These readings included books such as *Serpico*, *The Knapp Commission Report*, *The National Advisory Commission on Criminal Justice Standards and Goals Report on Police*, *Justice in America*, *Law Enforcement Guide to U.S. Supreme Court Decisions*, and various Government reports.

The members of the class were extremely interested in American police problems. They were amazed at the large number of Federal, state and local police agencies that exist.

They evidenced a great deal of interest in the U.S. Supreme Court decisions affecting search and seizure and confessions. While there are limitations on the British police in these areas they do not have an exclusionary rule that is as ab-

Continued on Page 6

EVIDENCE TECHNICIAN PROGRAM MANUAL

By Joseph L. Peterson
and James H. Jones

The utilization of scientific methods for the examination of physical evidence recovered in the course of criminal investigations has become a critically important function of the nation's law enforcement agencies. This manual examines the role of police officers and civilians charged with the responsibility of searching crime scenes for physical evidence and returning it to the forensic laboratory for analysis. These individuals, often referred to as evidence or crime scene technicians, are on the staffs of most urban police departments today. Many agencies now train evidence technicians to be specialists who devote their total professional attention to the search for physical evidence. Through specialization, it can be expected that crime scenes will be searched with less delay and greater expertise than in situations where patrol, detective or crime laboratory personnel have shared responsibility for recovering the evidence.

Five important aspects of developing an effective evidence technician program are discussed in this manual. The key element is the selection and training of competent personnel who will become evidence technicians. Next in importance are tools, kits and vehicles which are used by the technician in processing crime scenes. Also discussed is the need for a strong organizational commitment to the crime scene search function, the implementation of actual field operations, and finally, means for evaluating an evidence technician operation. Guidelines for developing meaningful program objectives and appropriate criteria for measuring progress toward those objectives are presented.

A publication of the
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Victim Survey Shows Crime Up in Top 5 Cities

Continued from Page 1

compared to an estimated 3.52 million crimes in a follow-up survey. The figures represent a 5.1 percent increase.

For the eight-city group, 1.11 million crimes were registered in the first survey, while 1.20 million were committed during the second survey period, for an 8.9 percent rise. Overall, all categories of crime increased for both groups except for commercial crime.

In a city-by-city breakdown of the surveys, LEAA noted that, over the total time periods studied:

¶ Household larceny in Atlanta rose by about 15 percent, while there was a 21 percent decrease in assaults, and a 22 percent decline in commercial robberies.

¶ Baltimore's personal theft rate increased 33 percent, and personal crimes of violence in the city rose 40 percent. However, commercial burglary decreased by 19 percent.

¶ In Cleveland there was a 36 percent increase in the rate for personal robbery with injury.

¶ Commercial robbery in Chicago was up 77 percent and aggravated assault rose 28 percent.

¶ In Dallas both personal robbery without injury and aggravated assault increased by 25 percent.

¶ Denver's commercial robbery rate was up 45 percent, but most other crimes did not change significantly.

¶ While household burglaries declined in Detroit by 12 percent, the city experienced a 15 percent increase in personal robbery, a 24 percent jump in commercial robbery and an increase of 43 percent in automobile theft.

¶ In Los Angeles there was a 12 percent increase in assaults, and commercial robbery rose 36 percent.

¶ Newark experienced a 25 percent rise in aggravated assault, but the overall rate for personal crimes of violence dropped by 10 percent. Personal theft decreased in the city by 31 percent, while commercial burglary was off by 20 percent.

¶ Aggravated assault was up by about 50 percent in New York, and all types of larcenies increased by 38 percent.

¶ Philadelphia experienced a decline in most types of crime. Personal robbery decreased 26 percent and assault was down 20 percent.

¶ In Portland there was a 30 percent increase in assaults and a 42 percent increase in rapes.

¶ Personal robberies and assaults were up by 20 and 14 percent respectively in St. Louis, but commercial robberies were down by 53 percent and commercial burglaries declined 23 percent.

Explaining the differences between the UCRs and victimization surveys, LEAA noted that the FBI statistics come mainly from reports people make to the police, while victim surveys include both reported and non-reported crimes.

The LEAA technique counts offenses experienced in any jurisdiction by residents or firms of the survey city, while the UCRs include all reported crimes within the city limits and exclude crimes experienced by city residents in other jurisdictions. In addition, the FBI figures count crimes against persons of any age, while LEAA considers victims 12 years or older.

Single copies of either LEAA report are available from the National Criminal Justice Reference Service, P.O. Box 24036, L'Enfant Plaza Station, Washington, DC 20024. Multiple copies of the surveys may be ordered from the U.S. Government

Printing Office, Washington, DC 20402. New York, and Philadelphia" is stock number 027-000-00460-1 and costs \$2.50 per copy prepaid

Change in the level of criminal victimization measured by the first and second LEAA surveys in the five largest cities and the other eight cities.

City group and type of crime	First survey	Second survey	Percent change
All Crimes, both groups	4,461,200	4,729,800	+6.0
Personal crimes ¹	2,187,100	2,392,600	+9.4
Crimes of violence	838,400	911,200	+8.7
Crimes of theft	1,348,800	1,481,400	+9.8
Household crimes	1,678,300	1,782,500	+6.2
Commercial crimes	595,800	554,800	-6.9
Total population age 12 and over ²	17,222,600	216,931,000	-1.7
All Crimes, 5-city group	3,351,300	3,521,200	+5.1
Personal crimes ¹	1,666,600	1,810,400	+8.6
Crimes of violence	649,300	697,600	+7.4
Crimes of theft	1,017,400	1,112,900	+9.4
Household crimes	1,215,300	1,272,700	+4.7
Commercial crimes	469,500	438,200	-6.7
Total population age 12 and over	13,531,600	313,375,900	-1.2
All Crimes, 8-city group	1,109,900	1,208,600	+8.9
Personal crimes ¹	520,500	582,200	+11.9
Crimes of violence	189,100	213,600	+13.0
Crimes of theft	331,400	368,500	+11.2
Household crimes	463,000	509,800	+10.1
Commercial crimes	126,300	116,600	-7.7
Total population age 12 and over	3,691,100	43,555,100	-3.7

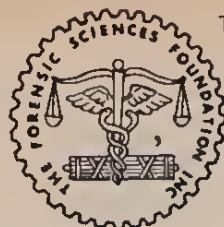
Note: Detail may not add to total shown because of rounding.

¹For personal crimes, the figures are based on victimizations, not incidents.

²In aggregate terms for the 13 cities, the population total was roughly equivalent to 10.3 percent of the national population age 12 and over.

³In aggregate terms for the five cities, the population total was roughly equivalent to 8.1 percent of the national population age 12 and over.

⁴In aggregate terms for the eight cities, the population total was roughly equivalent to 2.2 percent of the national population age 12 and over.



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The American Experience at Britain's National Police College

Continued from Page 4

solute as the American rule. They expressed the fear that what is happening in the American criminal justice system will happen to their system in a few years.

This attitude was heightened by the release of a report by a special committee to the Home Secretary on the use of identification evidence in criminal cases. (Report to the Secretary of State for the Home Department of the Departmental Committee on evidence of Identification in Criminal Cases; Rt. Hon. Lord Devlin, Chairman.) That committee was established after two cases arose involving wrongful convictions based on mistaken identification. The committee reviewed the current law and police practices relating to identification parades, or line-ups. Its findings were critical of the existing law and practices and it made certain recommendations, including the exclusion of identification evidence if certain police procedures were violated.

This report spurred several lively discussions on the pros and cons of the exclusionary rule.

Two other areas that strongly interested the group were the use of firearms by American police, and police corruption. These two issues opened a discussion on the perception these English officers had of us. I was startled to learn that some believed that Kojak and Starsky and Hutch are valid models of the American police. American TV shows on English police were criticized as not being realistic.

The discussion on firearms was a sober-

ing experience. The group felt that violence was prevalent in the American society, and they were shocked by the statistics relating to the number of police officers killed each year. Although violence and death are not unknown to the English police, the class was almost unanimous in voicing the opinion that it did not want to see the general arming of the police. To do so would reflect a change in the ways of their country that they do not want to see.

Some English police officers in each force are trained in the use of firearms, and they are armed when a specific assignment calls for it. This is as far as they are willing to go at the present time.

The class also had the feeling that corruption in the police and public sectors was rampant and accepted in America. They were fully aware of the Watergate situation and of the Knapp Commission report on police corruption in New York. In fact, the library had several volumes of the Knapp Commission report, as well as other reports and books dealing with the subject.

I had some of my most difficult moments in trying to explain the various factors involved in the several examples of serious police corruption that took place in our country in recent years. The problems of cities like New York, Philadelphia, Chicago and Denver were difficult to comprehend. The diversity and individuality of the various systems seemed most confusing.

A panel of students was assigned the task of researching and discussing the topic of "Is There Corruption in the British

Police?" This was not an easy subject for these officers to discuss. They were strangers to each other, they came from different forces each with its own peculiar problems, and of course I was from a different system altogether. They were reluctant to admit that there were some signs of corruption in the larger police forces, especially in the urban areas. As a matter of fact, during the summer, several members of two different units in the Metropolitan Police of London were suspended on

respect for their police officers and this is a factor in the maintenance of the high standards of integrity.

My meetings with the members of the Command Course were conducted on a different level. Although I gave a few formal lectures to the syndicates, many of the discussions with them took place on an informal basis in my office, sitting by the duck pond, or in the tap room in the Manor. These senior officers were most interested in the administrative



Students receive instruction on the proper techniques of closed circuit videotaping from a member of the college's Teaching Aids and Methods Unit.

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- capabilities of the forensic lab
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charges of corruption. One case dealt with the sale of obscene materials in London's sex shops and the other with narcotics.

The discussion considered the question of "What Is Corruption?" Varying views were expressed on questions involving the free cup of coffee, the payoffs for non-action for traffic violations, the Christmas turkey delivered to the country police station, and the backhanding or accepting of bribes in more serious situations.

The so-called "Code of Silence" was also discussed, and most members agreed that there would be a reluctance on the part of the members of a force to inform on another member of the force who was involved in petty violations. However, there was a strong feeling that there would be little or no tolerance of serious violations or organized corrupt practices.

I came away from the discussion with the impression that although some corruption did exist within the English police system, it was not organized within any force on any large scale and that it was not considered tolerable or inevitable. The English people have a high degree of

structures of the various police forces and the interrelationships among the various agencies of the criminal justice system. The informal discussions were most productive, and afforded an opportunity for a mutual exchange of information.

A major benefit of my participation in the program at the Police College was the education I myself received. Besides the exchange of information with the students, I had the opportunity to work with and learn from one of the most knowledgeable and professional faculties that could be assembled. They are dedicated to the College, to the students and to the police service.

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Incarceration Costs for Juveniles Put at \$21G in Los Angeles

It costs far more to keep a juvenile offender in prison than it does to send him to a good college, according to figures released recently by the Los Angeles County Auditor.

The statistics show that the price for keeping an inmate at the Los Angeles Juvenile Hall is \$58.97 per day or more than \$21,000 annually.

In comparison, a spokesman noted that tuition, room and board, and books at top universities, was running between \$7,000 and \$8,000 a year

Crime Prevention: Starting with the Young

"Crime prevention" has become almost a buzz-word in many police circles today. It is the goal of two of our most important nation wide anti-crime programs, discussed a few weeks ago in this column: the Neighborhood Watch Program of the National Sheriffs Association and the Crime Resistance Program of the Federal Bureau of Investigation.

These efforts to promote effective crime prevention are welcome, but no more so than the ongoing children's welfare programs of the Florida Sheriffs Association. Under the direction of an old friend, Carl Stauffer, who is Executive Director of the Association, two fine residential institutions are run for homeless Florida children.

It should be noted that youngsters chosen for these homes are not delinquents, but are homeless children, drifters or dropouts, many of whom are likely to be headed for trouble without some help and supervision. Children between the ages of 8 and 17 are eligible for admission.

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The Boys Ranch was founded in 1957 by the Association and is located nine miles north of Live Oak, Florida, on an impressive physical setting of 3,000 timberland acres. At present there are 125 boys in residence. While the boys are enrolled in the public school in the nearest town, facilities at the Ranch include a center for teaching remedial subjects. Each boy who fails to make adequate progress in school is coached after hours at the Ranch, or removed from school entirely for a complete program at the Ranch.

The Florida Sheriffs Girls Villa was established in 1967 by the Sunshine State Women's Chamber of Commerce and chartered by the Sheriffs Association in 1970. Two miles east of Bartow, the Villa encompasses more than 100 acres and has 24 girls under care.

In the planning stages is another youth facility, the Salls Youth Ranch, which will be situated just northeast of Clearwater. The proposed facility will be named for Mr. and Mrs. D.A. Salls, who donated a large private home and several surrounding acres. The site eventually will accommodate 30 youngsters, male and female. Preference will be given to brothers and sisters now separated by the 200 miles between the Boys Ranch and Girls Villa.

In addition, there are many other boy's ranches operated by the Sheriffs Associations of Tennessee, Alabama and Georgia.

Serving In A High Crime Area

Another noble effort being made in behalf of child welfare, and hopefully also in the cause of crime prevention, is the work of The Bronx County, New York, Society for the Prevention of Cruelty to Children. Incorporated in 1915 to protect the rights of children in that county, the Society remains vigilant in guarding the welfare of youngsters in this area.

The Society has its work cut out for it, working as it does in this densely populated New York borough. The South Bronx, as many people know, is one of the highest crime areas in the city, and has been the scene of countless incidents of tenement arson, violent street muggings and attacks on elderly residents by teenage thugs.

In the first ten months of 1976, the Society received 354 reports of alleged abuse or neglect involving 584 children directly. Thirty-three of these children were under the age of one year; 157 ranged from one to six years, 84 from 11 to 13 years; 83 were from 14 to 16 years; and 23 were over 16 years of age. One of the reasons for the wide age spread may be that child abuse includes cases of rape against juveniles and abuses of physically or mentally handicapped youngsters.

A staff of 12 investigators checks out reports with neighbors and school personnel, and they prepare the family for court appearances. About nine percent of the reported cases eventually go to family court; others are handled by the police department, school authorities and other social welfare agencies. More than a fifth of the cases are referred to the Bureau of Child Welfare.

Part of the work of the Society is publicizing the prevalence of child abuse. Another aspect is furnishing concerned parents and teachers with information on drug and sex abuse which can be used to teach children to protect themselves and be wary of certain temptations.

Alaskan Program Moves Toward Training Village Police, Easing Manpower Crunch

An Alaskan program that promotes village-level law enforcement training has apparently helped ease police manpower shortages in the state, according to a recent survey conducted by the state's Department of Public Safety.

The study examined the state's LEAA-funded program which trains qualified village members in aspects of law enforcement, emergency medical services, and fire fighting. The ongoing program is designed to provide quality policing in a state that covers 586,440 square miles.

Since its inception in 1968, the program has trained 265 village policemen in the field and 92 at the department's academy in Sitka, according to the study. A majority of the villages that have participated in the program seek additional training

of village policemen, it was noted.

Sampling a total of 137 villages, the survey was divided into two categories, eligible and ineligible villages. Towns became eligible for training under the LEAA program by being included in the 1973 Federal Register. Further, these villages had to have a 70 percent native population, meet the criteria of incorporation under state statutes, have a majority of natives on their village councils, and adopt a proclamation electing to participate in the program.

In August 1976, ineligible villages who were not on the LEAA list were given an opportunity to participate in the program. Comprehensive Employment Training Act (CETA) funds from the office of the

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No Major Charges Seen Stemming From Probe of FBI Activities

Continued from Page 1

as the "systematic theft" of government goods and services by top bureau executives. This concerns primarily their unauthorized use of the bureau's carpentry shop, or "exhibits section," to provide furniture or improvements for their homes.

The corruption probe has also looked into the alleged diversion of money from a special FBI fund, earmarked for payments to the bureau's confidential informers, to pay for entertaining visiting law enforcement officials.

Another phase of the probe checked out the possibility that some top executives who controlled the bureau's purchasing had received or solicited kickbacks from private concerns that supplied the bureau with electronic surveillance equipment, firearms and other special order items.

Alleged improprieties in the administration of an \$18 million-year insurance fund controlled by the Special Agents Mutual Benefits Association was another aspect of the Justice Department's investigation.

Some of the matters which the investigations has examined already have had an effect on top bureau executives. The construction of \$300 worth of window valences for Director Clarence M. Kelley by the FBI carpentry shop became an issue in last fall's presidential campaign. At that time, Jimmy Carter said he would have discharged Kelley for misappropriating government property. The director has since reimburs-

ed the government for the valences.

In earlier incident, top Kelley aide Nicholas P. Callahan was dismissed by the director after department prosecutors brought to light Callahan's involvement in improper activities, reportedly including the misappropriation of funds belonging to the FBI Employees' Recreation Association.

The conduct of two other high bureau executives was also examined by Justice Department prosecutors, according to sources. They are John P. Mohr, who for many years was the top administrative official, and Ivan Conrad, who headed the laboratory division.

Other Times sources suggested that the department might issue a report covering the misfeasance that had been discovered, instead of seeking major indictments. However, there is still the possibility that some charges might be filed.

Last fall, John P. Dunphy, former head of the exhibits section, resigned and pleaded guilty to a misdemeanor charge of having used bureau lumber to build a birdhouse in his backyard. He later testified before a Federal grand jury in Washington about similar abuses by other FBI personnel.

Reportedly, prosecutors feel that their negotiation of guilty plea by Dunphy makes it incumbent upon them to bring charges of some sort against other bureau employees who were involved in similar wrongdoing.

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The Optimistic Future of the Denver PD

An Interview with Chief Arthur G. Dill

Arthur G. Dill, 50, was named Chief of the Denver Police Department on July 1, 1972, capping a 22-year career with that agency. He had joined the Denver police in 1950 after receiving his bachelor's degree in sociology from Denver University.

Originally assigned to the Uniformed Patrol Division, Dill later became one of the original members of the Intelligence Bureau in 1953 and served with that unit until 1960. He rose through the ranks of the department and worked in a wide variety of commands, including the Detective Bureau, Traffic Division, Criminal Investigations Division and a three-year stint as Director of the Police Academy.

A Navy veteran of World War II, Dill has participated in a number of management training seminars for law enforcement administrators.

This interview was conducted for Law Enforcement News by Robert McCormack.

LEN: Chief, the Criminal Justice Center of John Jay College of Criminal Justice is conducting a national survey in connection with an Anti-Corruption Management Project. I am interested in the circumstances surrounding the 1960-61 burglary scandal here in Denver, particularly the fact that the Denver Police Department successfully conducted the investigation that broke the case open. Can you tell me from your own experiences as one of the investigating officers some of the facts connected with case?

DILL: When that first came to light, it was an aftermath of something that transpired in 1958 — some police officers had been reportedly involved in the burglary of a meat packing place. Information came out about three hours later that the officers were possibly involved. (It has to be noted that at the time the so-called search and seizure arena was governed by *Wolfe v. Colorado* in which you did not have to use a warrant. Evidence illegally obtained was still admissible in court.) The burglary took place about three o'clock in the morning but the search of residences of the suspected officers did not take place until one o'clock the following afternoon. It was later determined that police officers had been in receipt of information that some [fellow] officers were suspects, and as such, they got rid of the evidence. This in essence



Denver Police Chief Arthur G. Dill

that time Division Chief Nelson and myself flew to Los Angeles and met with [LA County Sheriff] Pete Pitchess. We were then able to talk with the civilians who proceeded to give us the names of the officers who were possibly involved. We'd already had a case filed on the Flaming Pit Restaurant in which four officers had been charged and went to trial. Of course, this was with the co-operation of the District Attorney at that time, Bert M. Keebe.

LEN: This was in connection with the burglary in the Flaming Pit?

DILL: This was a burglary of the Flaming Pit Restaurant. Charges had been placed, the trial had taken place, but the sentencing had not been set forth. From that, we then had information that police officers were also working in an adjoining county, Adams County. A deputy sheriff ser-

make an attempt at the safe, at which time they were arrested. One of our Denver police officers who had not been under investigation at that point was shot in the leg. All parties were apprehended, and because they were normally to be placed in that county's jail which comes under the jurisdiction of the Sheriff who was part of the burglarizing conspiracy we received permission from the Attorney General of the state of Colorado to bring them into the Denver city jail. The next day of course, there was quite a furor over what had taken place. The D.A. of Adams County was going to place all of us in jail. He had issued orders for us to appear in his office in Adams County. I was one of the first to be sworn in as an Attorney General's Investigator, which prevented anyone within the state of Colorado to delay me upon my appointed rounds, so to speak. As a result, the D.A. was told that I would not appear. The Attorney General, who is in charge of all the D.A. offices throughout the state of Colorado, issued a show cause order and further indicated he might investigate the District Attorney for conspiracy in the case. Attorney General's office hired a practicing attorney to assist his office in the investigation. Several indictments resulted involving the Sheriff, the two officers who had been previously charged, and one other who had not been charged. This all took place, right around July of 1961. We went through July with all these filings taking place, other information was being garnered, and of course we had the Attorney General's office behind us as well as our own D.A. who was spearheading it. In August of 1961, the presiding judge in the Flaming Pit burglary trial gave sentences of 8-32 years, to run consecutively to the officers who had been involved in that burglary. Upon imposing of the 8-32 year sentences, the flood gates broke. The P.O.'s who had been involved up to that time began telling who was involved in what. This resulted in additional filings and late in September or early October on what they call black Saturday, the officers came and surrendered themselves to our custody. The investigation resulted in 51 officers being indicted and 47 ultimately found guilty.

LEN: And of those 47 how many went to jail?

DILL: Thirty-one, I believe, went to the state penitentiary.

LEN: What other repercussions were there? Were there people who you felt at the time were involved that you couldn't get any solid information on? Or did you get everybody?

DILL: No, what I am referring to are those who were indicted. There was prima facie evidence that they were involved in wrongdoing, or at least that they had knowledge of what was going on if they had not been personally involved. Those who were acquitted were acquitted by the courts not the department. Our civil service provisions required us to rehire them. Of the four that charges were filed upon, and who were acquitted, two resigned, the other two fulfilled their 25 years and have since retired from this department.

LEN: Approximately one-tenth or one-twelfth of the Denver Police Department was involved or in some way connected with this. How can something of that magnitude go on without the top echelon of the department knowing about it?

DILL: For about a year they did know, but only from the standpoint of street information. They had already gone to a grand jury a year previously with some of this, but no indictments were returned.

LEN: And during this period, the burglary ring continued to operate?

DILL: That is correct. We had surveillances set up and we had information that they would possibly hit a Safeway and, of course, we staked it out. They did not hit that Safeway, but they happened to hit another one that same night.

LEN: Could you give me an example. Let's say they were to hit a Safeway — would they be on duty at the time?

DILL: No, there would possibly be one or two members of the so-called ring. I should point out, at this time, that of all of the total cases that were cleared in the investigation, a total of eight officers were personally involved in 96 to 97 percent of all the burglaries.

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"They could not afford [housing, etc.] on the basic police salary. But that is no reason to become a crook. Each officer knew what the pay was when he came on."

began, if you will, the circumstances of police officers becoming involved in acts of a criminal nature. There had been, of course, isolated cases before this. At that time, the pay of police officers in the city and county of Denver was such that a police officer could not even qualify for a loan. Later, in 1961, a Supreme Court decision that police officers did not have to live in the city or county of Denver was handed down. They could live anywhere within the metropolitan area as long as they could immediately respond to an emergency.

LEN: This was because they could not afford the housing, etc. within the city of Denver?

DILL: That's right. They could not afford it on the basic police salary. But that is no reason for a police officer to become a crook. Each officer knew what the pay was when he came on. That '58 circumstance was later sent for investigation to the Detective Bureau, in which, at that time, I was a sergeant. Division Chief Walter Nelson was in charge of the Detective Bureau and I was a supervisor in the Detective Bureau. This was in 1960, and even though we did have an internal affairs division at the time, it was not fully staffed to allow for the type of surveillance needed. As supervisors, we were alerted to the possibility of various officers being involved.

LEN: How many men were in the department at that time?

DILL: At that time we had 797 officers and as a result of these circumstances seven officers were arrested. Two civilians who had been working in conjunction with police officers were subsequently arrested for the burglary of an eating establishment in North Hollywood, California. At

giant who was beginning to get a little edgy because of the fact that officers had been arrested came forth and told me and Division Chief Nelson, that three of our officers were supposedly involved in Adams County, and that he and the Sheriff of Adams County were also involved.

LEN: They were a burglary ring, is that the idea?

DILL: A burglary ring, outside the county as well. We immediately went to the FBI who said that they had no authority to enter the case because it was not an interstate situation. We went to the Attorney General for the state of Colorado with the information we had. Of course it was verified information, because I personally had placed the bug in the sheriff sergeant's home with his knowledge and approval. We'd monitored people coming and going so we knew exactly who was in the house and who the voices were. On June 30, they were to burglarize a King Supermarket in Conners City which is in Adams County. We had no knowledge of the actual number of officers involved. The surveillance operation took place out of my home. My wife was our radio dispatcher.

To observe the burglary we had to crawl through a field of approximately half a mile. The sheriff of Adams County delivered the officers to the Conners City Supermarket. We had the Chief of Police of Conners City brought in at the last moment. We explained what was to take place, had him swear us in as patrolmen in his Department. We had people inside the King Supermarket awaiting the Denver police officers and members of a Sheriff's Department of Adams County.

The burglary did take place. They were allowed to

"The western U.S. is different from the eastern part where [a payoff] is a way of life. For example, an individual producing his driver's license with a \$5 or \$10 bill under it and [getting] released would not take place here."

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LEN: So there was a nucleus and then they had people around the outside who used to conspire with them.

DILL: The officers were involved to the extent that they took no action. In effect they were designated as look outs and they thus became conspirators. They may have never set foot into a place, nor have the intent, but at the time that they found those other officers burglarizing and did nothing, they then became accomplices and accessories.

LEN: And were they financially rewarded for looking the other way?

DILL: Yes, they were.

LEN: So this is really a case of extreme peer group pressure. They didn't want to turn the other guy in, and they didn't want to turn down the financial reward they were getting if they were connected with it.

DILL: They could certainly turn down the financial rewards because they were not of great magnitude. In some of the efforts or burglaries that took place two or three hundred dollars were involved, and the guy who happened upon it or was the lookout was given a \$20 bill. He could sure turn down a \$20 bill. His problem was once again, as you pointed out, peer group pressure, of turning his head and going the other way, because many of these men were never involved in the physical breaking and entering of any establishment. There were about 20 or so in that category. That's why I said that eight of these officers were involved in about 97 percent of all the burglaries that were perpetrated.

LEN: I can remember when that broke in the news, and I can remember my own reaction to it was one of disbelief. How about the people of Denver themselves? What kind of reaction do you recall when they found out about this?

DILL: Of course, there was the initial shock that anyone would have. There was also some kidding among the honest officers. For example, if they heard a call on a burglary they'd comment behind the scenes, "Well, they should've gotten his name and badge number." But it was a traumatic period. It occurred at the same time as the burglary investigation in Chicago in which eight of their officers were fired. There was also at that time in Las Vegas an alleged burglary ring, which received very little notoriety. What its extent was I do not know.

LEN: So, to the public there was a certain shock in terms of the numbers. I guess when that first broke the press must have been all over the department. What do you as a police chief attribute this to? Is it an administrative breakdown or what?

DILL: I can't definitely say that it is administrative breakdown. At that time we did not have adequate supervision. We had sergeants with a span of control too large and we had an economic situation which was conducive to corruption. We never have had politics or numbers, so there was never any circumstance of payoff. The western U.S. is a little different from the eastern part where this type of thing is — I don't want to say accepted — but a way of life. For example, an individual being stopped and producing his driver's license with a \$5 or \$10 bill under it and the guy gets released would not take place here. In fact, the same officers who were burglars would be the first to put somebody in jail for that. It may sound ridiculous, but one of these officers arrested an individual for bribery when the individual attempted to give him his driver's license with a \$10 bill in it. Yet, at that same time, he was actively participating as a burglar.

LEN: That's incredible.

DILL: Yes, but this once again is the morality of man. In other words, one individual who might drink on duty would never commit the crime of burglary. Another individual who would commit a burglary, would never take a drink on duty because he didn't think that was appropriate to the citizens he served. Warped thinking. Yes.

LEN: You told me a while ago, when I asked you if you think that a police department could completely clean its own house, that you didn't think it was totally possible. Could you expand on that.

DILL: It would be very, very tough without the use of the D.A.'s and the grand juries and without the assistance of the judiciary. All this burglary business took place before Mapp changed search and seizure laws. It took

place before Escobedo and Miranda. One of the basic problems today is that a police officer has to be treated as any other individual, and the investigation would be tougher today. A police department could, through its supervisors, its inspection processes, its internal affairs or staff inspection support, adequately handle a singular investigation of any of its members. But when you get involved in numbers, transcending their civil rights becomes a problem.

LEN: It seems that there is a parallel between this investigation and the Knapp Commission, in that it all hinged on whether or not they could turn around a police officer and have him begin to tell about his illegal activities with his peers. It seems to me that unless that happened in your case the same thing would have occurred. You would not have been able to complete that investigation. Is that right?

DILL: Without the use of a grand jury we wouldn't have been able to achieve the results that we did.

LEN: In terms of the integrity within the department in 1960 and '61 and the levels you have managed to achieve since then, how would you compare the two?

DILL: As a police administrator, I'd hopefully say that there is no comparison. A police officer today is more adequately paid. He also is better trained. At that time we had a training period of probably five to six weeks. We now put them through 20 to 22 weeks of training. We also have in-service training. I think also that changes have taken place in the officer's attitude. Today's police officer doesn't want a crooked cop alongside of him. This does not mean that this department is free of individual officers who would be corrupt. They are still human beings. They may have pressures we don't know

the retention of individuals who have passed through the academy is much greater. So that I think we're finding reliable results from the psychological testing procedures.

LEN: Until the time that we get a test that is proved to be unbiased are you satisfied with Affirmative Action and the way it is set up now in the Denver Police Department?

DILL: Of course, one of the basics is that I want the best qualified individual regardless of race, creed, color, national origin. I don't care if they're black, white, purple or polka-dot. These are people who have to do their job and as such we want to be able to get the best individual for the job. The problem we're now starting to see is that under Affirmative Action, selection is based solely upon percentage. Blacks comprise about nine percent of the city and county of Denver, Chicanos about 16 percent but this does not take into account the fact that under standard metropolitan statistical analysis those percentages would be greatly reduced if one considers the age group from which we recruit. So we have an out balance in favor of the ethnic minority.

LEN: What are your age restrictions for police officers?

DILL: Twenty one to thirty one, but because of the disproportionate number of youthful and aged in the minority segments of this city, this limits the recruiting opportunities.

LEN: How does that work in relation to women? Women represent approximately 50 percent of the available pool of people who are available for police work. What percent of women do you have?

DILL: We have about 50 female officers. Which would be about four to five percent female.

LEN: Is it conceivable to you that someday you would

"I would compare our policewomen to any policewomen throughout the United States, and I would compare our policewomen favorably with our policemen."

about, but I don't think that it will ever get to the magnitude that it did in 1960-61.

LEN: Let me just change the topic for a moment. You've come up through the ranks since 1960-61 and served in every unit within the department. The department has grown to a size of 1,400 men. I imagine that the problems have also increased tremendously. One of the problems I have been able to identify since I have been here is the Affirmative Action Program that the city of Denver and the Denver Police Department have been involved in. Can you give us some information as to what your policy is in terms of recruiting minorities and women?

DILL: Of course, right now we are mandated to hire minorities on a one-for-one basis.

LEN: Is this one-for-one in terms of minority and women?

DILL: No, only one-for-one in terms of racial minority. We must also hire one female for every five male officers. This went into effect in 1972. We're presently at about 18 to 19 percent minorities, exclusive of women. I would compare our policewomen to any policewomen throughout these United States, and I would compare our policewomen favorably with our policemen. We put them out on the street on September 16, 1972. They were being paid the same as male police officers and they have proven their worth since then in street circumstances.

There is no question that the original testing mechanism was biased and prejudiced against minorities. However, presently there is not a validated test though these United States that can be used in each and every community because it has to be validated on an individual basis. When we first went into studying testing, we hired a psychologist who identified seven individuals who he felt would not make it through the academy.

LEN: Seven recruits?

DILL: Yes and out of that recruit class, eight were terminated. Unofficially, we got all seven.

LEN: Were the seven that he had predicted would not make it through the academy terminated?

DILL: Yes. Of course this was the first test that they had devised to measure reading comprehension, and the ability to do a job related to an officer's efforts on the street. I think their testing has improved since then and

have a police department that was 50 percent male and 50 percent female?

DILL: I seriously doubt that because you're not going to have women applying in that proportion. I'd like to point out that they did give a test. I believe it was last October and there were about 1,100 applicants of which 300 were women. So you're not ever going to have that many applications because of the American family concept. I don't think we're ever going to get to that level.

LEN: As far as you're concerned, women have indicated their adaptability to police work. Would you go so far as to say that they're as good as your male officers?

DILL: This is the toughest question of all. I would have to give you a qualified yes. There is no question that they do not have the physical power that the male has. But by the same token they also have an attitude which often reduces the chance of sudden resistance. The female's attitude seems to have a calming effect which reduces the chance of a forceful resistance.

LEN: So what you're saying is that we may have a new pattern of policing on the rise as a result of female officers being put on patrol.

DILL: Exactly. For example, for about seven years we've been using field training officers. Each of our personnel comes out of our academy and goes directly to a field training officer. He doesn't stay with that same training officer because that one individual does not know it all, no one in this department knows it all. The concept requires that they be placed with a field training officer for a two-month period and then be assigned a different one. Field training officers make out the month-to-month evaluation of the progress of recruits rather than the supervisor, who may be able to see him on various calls but is not with him throughout the four to eight hour tours of duty. The field officer is given some 40 responsibilities in relation to the recruit. They are based on O.W. Wilson's 1930 concepts in Wichita and involve supervised field experience as well as academic training. I follow their recommendations, in situations where they have proven the inability of an individual to perform.

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"For as long as I've been a policeman we've been teaching a policeman how to arrest and protect. What we neglected was the one commodity that would do us the most good — the involvement of an enlightened public."

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LEN: Apparently, the women had been coming out pretty well in terms of these evaluations.

DILL: Let me explain some of these concepts and some of the things that we have done some experimentation with. In the field, for example, we have been able to experiment with domestic disturbances. The training officers have developed the approach of family crisis intervention as taught by our people with the Health and Hospitals Department. They presided over the program. The female police officer will usually handle the male in a family disturbance, the male police officer will handle the female, and we've had very few incidents of resistance taking place. In other words the male officer shows the female a little compassion which results in calming her down when she has been victimized or beaten by her husband, or common-law husband, or whatever. On the other hand, the female officer sets a different tenor. She can possibly calm the man down. And this has proven to be highly successful.

LEN: I think most of the criticism of the policewomen, is in the area of their physical strength in situations where they're with a male partner and somebody decides to take them on because it is a male-female combination instead of two male officers. Have you had any experience with this type of situation?

DILL: We've had one on March 17, 1973. One of our police officers was shot. He shot and killed his assailant which resulted in quite a riot and numerous arrests. The overview was that a female police officer did exactly what a male police officer should have done.

LEN: This male officer's partner at the time was a female?

DILL: Yes, and she immediately took action as to what she should do: she was fired upon, she immediately notified a dispatcher; she crawled to her partner who'd been seriously wounded, protected him and still took care of her responsibilities and duties. We've had four or five incidents take place and they've been proven to be true.

LEN: In each of these instances was the male officer hurt?

DILL: No, these were circumstances in which policewomen, for example, may have kept two other guys under control while a fight took place between the male police officer and the person he was trying to subdue on a resistance. This is a smart thing to do rather

than to assist your brother officer and have two people at your back on both of you. We've also had circumstances in which we've had policewomen charged through our staff inspection bureau with manhandling, so that that doesn't mean we're a bunch of creampuffs either.

LEN: Much of the criticism that I've been hearing since I've been here is in the form of Monday morning quarterbacking as far as you're concerned and possibly a little male chauvinism thrown on top of it.

DILL: Well, of course as I said, I'd much rather have guys from the Denver Broncos with me in a "Pier Six" brawl. But the smart thing to do is for somebody to notify the dispatcher as to where you are and what you're doing so that adequate help can get there, rather than the two of you taking on the world at large. And these are some of the things that even our male police officers forget — in the middle of an action they don't want to display their unmanliness by calling for help, when discretion would be the better part of valor.

LEN: Let me just get into one more area, and that is the financial crunch that most major cities find themselves involved in. Police officers are being laid off in many departments. What do you think the future holds for the Denver Police Department and for the people of Denver in terms of their police service?

DILL: One of the problem areas is budgeting. We've been somewhat extravagant. I think all police departments have been because of the fact that the dollars were there. But now we've been exposed to reports such as the Kansas City Patrol Experiment and things are going to change. When Clarence Kelley initiated that project I was fortunate enough to have been there. The rationale behind the program was not that the police do not do any good on patrol. I agree with the fact that random patrol is not much good and that we must go to directed patrol because it makes the officers more productive.

For as long as I've been a policeman — over 27 years we've been teaching a policeman how to arrest, apprehend, protect — these types of things. What we neglected was the one basic commodity that would do us the most good, and that is the involvement of an enlightened public. They have a responsibility because we can't do it all. We've overlooked that this is a resource that is sometimes far superior to the addition of 5 to 10 officers. Thus, as far as the future goes, there is no question as to the major

cities of the U.S. because of the decreasing tax base. Unfortunately Denver is right at the top. Although we're fortunate that we do not have the deficit spending which New York did, in the area of welfare Denver and New York alike were responsible for the welfare of its citizens whereas it was state controlled for other cities. Hopefully that type of change — to a state concept — would be able to help. The other big problem is that we can't expand our city limits and we thus become a core city, in which the consumers of city services and the welfare recipients are drawn to the inner city while the tax base moves to the suburb. This is one of the areas in which it makes it incumbent upon all segments of city government to become responsible in regard to their effectiveness, their efficiency and, most importantly, economic feasibility.

LEN: Then you're really saying that the police have to become more product oriented?

DILL: Productivity oriented.

LEN: Is there any area that you had in mind?

DILL: As a result of a study conducted about three years ago, we set a standard by which if a position had the need of police authority or police experience, sworn personnel would be placed into that position. If it demanded neither, we would civilianize it. Of course, there were some exceptions. We have some people who would be on limited duty for a given period of time and we would place them into a position in which they would not have to have that physical prowess necessary for street duty. Once they become healthy they return back to the street. If they're permanently limited in ability to perform street duty, but they still have some time to go before retirement, we've been able to place them in such things as the radio room or the court liaison office. If we were to take them off at half pay on a physical disability, we'd only have to hire someone to take their place and it would cost us more in the long run. But this does not mean that those individuals who are incapable of doing anything are just kept on the payroll. They would be retired on that type of thing, but we would not place full able-bodied personnel into non-police, non-productive positions.

LEN: Do you think the time will come in the next couple of years when the Denver Police Department will ask their officers to give back some of the benefits they've won over the years in bargaining with the city?

DILL: Yes.

LEN: Could you give me an example of some.

DILL: Well, maybe I'm just a hard-nosed old police administrator, but for example in 1975 they had bargained for an additional nine days off per year and as a result the complement was increased by 35 to compensate for that.

LEN: Thirty-five men?

DILL: Thirty-five authorizations which we never got, but 35 people with the work time. If you take a 1400 man department and give them nine additional days per year that's 12,600 man-days. If you equate that to the number of days a police officer works annually it would take 57 police officers to make up for that loss of days. This is an area in which we can bargain, without going into that which is necessary for the officer's own sustenance, such as wages and certain fringe benefits.

There is no question that many officers say, "I don't know what to do with myself with all the time off I've got." This will come from maybe 60 percent of your men because they are truly dedicated. They would just as soon be at work on the additional nine days that they received; they couldn't really care less one way or another. With this type of budgeting crunch I think you may see police officers willing to give of their own time in order to give better protection without being remunerated, because of the knowledge of the economic projections that indicate a gradual leveling-off. Then, with the ensuing economic upsurge the officers would realize that they'd be treated fairly if they treated their employers fairly.

LEN: So in other words you have a very positive feeling in terms of the response your men would make to a situation like that if it ever came about.

DILL: Well, I do meet with our Police Protective Association and with our unions. They're responsible people, of course they're trying to do that which is best for their group. But overriding that is the fact that they're concerned for the citizens of the city and county of Denver, and it makes me proud to be the leader of a group of men who look in that way towards the people they they serve.

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BOOK NOTES

Part II: Durkheim and the Functional Analysis of Crime

By ANTONY E. SIMPSON

This concludes the article begun in the January 4, 1977 issue of Law Enforcement News.

In studying crime, as in studying any other social phenomenon, Durkheim is concerned with the functional analysis of social arrangements as these exist, rather than as these ought to exist or conform to some idealized type of human behavior. His view of crime in this later work stresses the extent to which criminal behavior is normal in any society. Because it persists in all forms of human organization, criminal activity must be an essentially normal state of affairs and, like any other normal phenomenon, it must serve some socially useful purpose. If no such purpose were served, then criminals would, under the very Darwinian rules which Durkheim applies, eventually cease to trouble society (1895:xxxviii).

As was noted earlier, in the Division of Labor, Durkheim discusses the social functions of punishment and criminal law. In *The Rules*, he analyzes the functional characteristics of crime itself and of those who commit criminal acts and in doing so he is obliged to improve and extend his theory of deviance. The starting point for this theory is his assertion that there is no fundamental difference between the normal and pathological forms of a social phenomenon. Both exist side by side in any society and represent two aspects of the same phenomenon. As such, both must be studied if an accurate analysis of any social structure is to be achieved.

Durkheim also warns against attempts to analyze crime in terms of systems of punishment. To define crime through punishment is to consider "... the scaffold, and not the crime, as the source of ignominy" (1895:42). Crime, like any other social fact, cannot be considered in a functional context.

What, then, are the functions of crime in modern society? In the chapter discussing how normal and pathological social types can be distinguished from one another, Durkheim refers to three separate ways in which crime contributes toward the social order. In the first place, crime, being by definition a violation of the "collective sentiments", serves to remind us just what these sentiments are. Social life

without crime is, Durkheim reminds us, impossible to imagine.

"Crime... consists of an act that offends certain very strong collective sentiments. In a society in which criminal acts are no longer committed, the sentiments they offend would have to be found without exception in all individual consciousnesses, and they must be found to exist with the same degree as sentiments contrary to them. Assuming that this condition could actually be realized, crime would not thereby disappear; it would only change its form, for the very cause which would thus dry up the sources of criminality would immediately open up new ones" (1895:67).

In other words, a society which had abolished robbery, murder, theft and other offenses today classified as felonies would come to regard other offenses, now classified as misdemeanors, or even as lapses of good taste, as heinous criminal acts.

Why must this be so? The answer to this is provided in one of Durkheim's most eloquent, and certainly most widely-quoted, analogies: "Imagine a society of saints, a perfect cloister of exemplary individuals. Crimes, properly so called, will there be unknown; but faults which appear venial to the layman will create there the same scandal that the ordinary offense does in ordinary consciousnesses. If, then, this society has the power to judge and punish, it will define these acts as criminal and will treat them as such" (1895:68-9). Crime is therefore inevitable as its social function is to draw attention to the social bond and the nature of "collective sentiments" which are generally, if not universally, held.

Another function suggested by Durkheim helps to resolve one of the difficulties of the theory of criminal law presented in the Division of Labor. The "collective sentiments", we are now told, are dynamic in their nature and are constantly in the process of change. Criminal behavior is symptomatic of this change as it reflects values which are not in the mainstream of society and which may be in the process of being rejected or accepted by society at large. The existence of value systems not reflected in the prevailing "collective sentiments" is therefore a necessary consequence of the fluid nature of the "collective conscience". Crime in this sense is simply the price

which must be paid for the maintenance of a flexible social structure (1895:70-1).

A more positive function is ascribed to crime when Durkheim discusses it as a force for social change. Any well-adapted social structure retains a built-in resistance to change and although the "collective conscience" may be a dynamic entity, it does not respond quickly or easily to new influences. New and innovative social developments are therefore likely to present themselves in the form of unacceptable patterns of behavior. However, that which is now avant-garde, or even criminal, may one day be behavior which is fully supported in the "collective conscience". In this way, criminal activity may act as the forerunner of social change.

"Nothing is good indefinitely and to an unlimited extent. The authority which the moral conscience enjoys must not be excessive, otherwise no one would dare criticize it, and it would too easily congeal into an immutable form. To make progress, individual originality must be able to express itself. In order that the originality of the idealist whose dreams transcend his century may find expression, it is necessary that the originality of the criminal, who is

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Applied Police and Fire Photography
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Part II: Durkheim and the Functional Analysis of Crime

Continued from Page 11

below the level of his time, shall also be possible. One does not occur without the other" (1895:71).

The social function of crime which has attracted greatest attention from criminologists following the Durkheimian tradition is not, in fact, explicitly stated by Durkheim at all. It is, however, implicit in several sections of both the 1893 and 1895 works and can therefore be regarded as a direct legacy of Durkheim's analysis: Throughout his discussions of the law as a statement of "collective sentiments" which are diffused through society, Durkheim is obviously concerned with the importance of the criminal justice system in translating these sentiments into rules by which citizens can conduct their lives. As mentioned earlier, a major function performed by the legal system is to let citizens know just what the rules are. The existence of rules which are clearly defined relieves individuals of the responsibility for attempting the impractical task of determining the limits of permissible conduct through their own experience.

From this basic framework, a number of sociologists have developed the theory of crime as a means by which the boundaries of legitimate conduct can be explained to all members of society. It must again be stressed that this is not an approach which is emphasized by Durkheim himself. However, those who present this kind of analysis rely heavily on Durkheimian theory as developed in the *Rules* and in the *Division of Labor*. For this reason, the approach is discussed here as the most influential form in which Durkheim's theory of crime and punishment survives today.

The outstanding neo-Durkheimian venture of this type is Erikson's (1966) study of how criminal law was applied in the Massachusetts Bay Colony of Puritans between 1632 and 1692. From a theoretical point of view, the first section of this is the most interesting as Erikson traces the development of his theory from its Durkheimian origins (1966:1-29).

As his starting point, Erikson discusses the problematic relationship between crime and deviance. In this, individuals are described as acquiring their notions of deviance at several different levels — from the family, from the social groups with which they interact and from society at large. However:

"One of the most stubborn difficulties in the study of deviation is that the problem is defined differently at each one of these levels: behavior that is considered unseemly within the context of a single family may be entirely acceptable to the community in general, while behavior that attracts severe censure from members of the community may go altogether unnoticed elsewhere in the culture. People in society, then, must learn to deal separately with deviance at each one of these levels and to distinguish among them in (their) own daily activity" (1966:9).

The individual is therefore faced with the continuing problem of determining which types of behavior are disapproved of most strongly at each of these levels. In particular, he must determine which activities are proscribed by society and which therefore constitute criminal acts. People learn through interaction with the social structure and their understanding of society's complex rules comes, not from any intellectual acceptance of written legal codes, but from these interactions: "And the interactions which do the most effective job of locating and publicizing the

group's outer edges would seem to be those which take place between deviant persons on the one side and official agents of the community on the other. The deviant is a person whose activities have moved outside the margins of the group, and when the community calls him to account for that vagrancy it is making a statement about the nature and placement of its boundaries. It is declaring how much variability and diversity can be tolerated within the group before it begins to lose its distinctive shape, its unique identity" (1966:10-11).

By Erikson's view, then, the important thing about the criminal law is not so much what it says, but how it is applied. Its application is the means by which the social solidarity of a community is affirmed and the boundaries of acceptable behavior are explained to members of the community.

As a consequence of this, it is obviously necessary that certain people be designated, according to some criteria or other, for prosecution under society's laws. (Aficionados of the film *Casablanca* may, in this light, interpret Claude Rains' order to "Round up the usual suspects", not just as an illustration of the decadence of the Vichy regime, but also as a crude example of a social and political reality!)

Erikson bolsters his theoretical arguments with material taken directly from Durkheim. Punishment remains a demonstration of the social importance of the laws which represent the boundaries which have been infringed. In addition, the act of punishing serves as a "rite de passage" in which a person becomes officially co-opted into his social role as law breaker. "It may be important to note in this connection that confrontations between deviant offenders and the agents of control have always attracted a good deal of public attention. In our own past, the trial and punishment of offenders were staged in the market place and afforded the crowd a chance to participate in a direct, active way. Today, of course, we no longer parade deviants in the town square or expose them to the carnival atmosphere of a Tyburn, but it is interesting that the "reform" which brought about this change in penal practice coincided almost exactly with the development of newspapers as a medium of mass information. . . . In a figurative sense, at least, morality and immorality meet at the public scaffold, and it is during this meeting that the line between them is drawn. . . . Each time the community moves to censure some act of deviation, then, and convenes a formal ceremony to deal with the responsible offender, it sharpens the authority of the violated norm and restates where the boundaries of the group are located" (1966:12-13).

Erikson emphasizes the ceremonial aspects of prosecution and punishment to make his point that the maintenance of a class of labelled deviants is an important element in the criminal process. Further, he goes to some lengths to document his statement that, while the induction of a person into a category which is labelled as criminal is associated with a good deal of ceremony, there are not significant "rites" to mark his emergence from this category (1966:15-19). This situation is ascribed to society's vested interest in maintaining a class which can be used to define and to explore the ever-shifting boundaries of legitimate behavior.

Erikson's efforts to prove his thesis represent one of the most celebrated applications of the methods of historical sociology in social research. In exploring the history of the Puritan colony in seven-

teenth century New England, he describes, with great success, the relationship between the pressures on a community and the acts it defines as criminal. Additional themes in this work are, again, very close to those with which Durkheim was concerned. Erikson shows that deviance is essentially a relative concept and proves, through the use of court records and archival data, that the volume of crime in this colony was fairly constant over the period studied. His discussion of the techniques used to identify and label members of a deviant class supports his thesis that the deviant: ". . . is not a bit of debris spilt out by faulty social machinery, but is a relevant figure in the community's overall division of labor" (1966:19).

In a criticism of Durkheim made earlier, it was noted that this writer considers the "collective sentiments" to be those which are generally accepted throughout society. He does not consider situations in which society is worn by conflicts between value-systems which are different, and opposing. For this reason, the application of Durkheim's theory, and also Erikson's further development of it, to the problems of Western societies today, is rather limited.

By the same token, the works cited here include little recognition of the extent to which prescribed values may reflect the interests of particular social groups. One must therefore be wary of applying either version of the theory as a comprehensive explanation of the problems of modern society.

While it is no doubt true that many of those defined by society as criminals have defied sentiments which are universally held, this does not constitute a complete explanation. Conflict between the values of different groups is undoubtedly a feature of America today and the question of how social order is actually maintained can be answered in terms of these types of conflict; (see, for example, Chambliss and Seidman, 1971).

In Durkheimian terms it seems likely, or at least possible, that in Western society there is no group of "collective sentiments" which is universally upheld. Although Durkheim and his successors have demonstrated effectively that crime and criminal law fulfill a basic social need, their theories are insufficient to explain crime which exists because of the manipulation of the legal system by particular interest groups.

While Durkheim does not address the problem of how law is made and enforced under such conditions, his theory nonetheless provides the sociological basis for many theories of crime causation which are advanced today.

Durkheim's theories are widely discussed in the literature of sociology. Important discussions of his theory of deviance are included in Aron (1967), Nisbet (1974) and Parsons (1949). An excellent selected bibliography of commentaries on Durkheimian theory is included in the article by Parsons (1968).

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Alaskan Programs Help to Train Village Police

Continued from Page 7

Governor were utilized to bear the cost of training and recruitment.

As part of the ineligible village program, 22 village policemen received training at the department's Sitka Academy, which trained and certified a total of 157 policemen in 1976.

The Public Safety Department is considering plans to seek additional LEAA and CETA funds to finance a minimum of two one-month courses at the academy annually.

"Any effort we put forth now will, in the future, strengthen the quality of law enforcement in Alaska," said Commissioner of Public Safety Richard L. Burton. "We are at the doorstep of home rule in the native villages, supplying them with personnel who are highly qualified and trained."

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Letters to the Editor of Law Enforcement News

Page 13

Dear Editor

Assistant Chief Constable Hallett's interview in the November 16, 1976 issue of LEN projects a misleading and poorly informed impression regarding the extremely important law enforcement agency, Interpol, the International Criminal Police Organization.

While it is true that Mr. Hallett expressly states that he is only giving his own personal opinion, it is possible some readers — taking account of the headline over the account in LEN ("British (sic) Concepts in Police Training") — may come away with the idea that his views are representative of the judgement of the entire British police establishment.

Quite the contrary: Both the British Home Office which supervises all police forces of Great Britain, and Scotland Yard, that country's leading police agency, are long-time and enthusiastic supporters of Interpol. British law enforcement as a whole, relies heavily on Interpol services in its handling of international cases.

Moreover other countries' law enforcement agencies such as our own in the U.S.A. receive excellent cooperation from Scotland Yard and other British forces, through the medium of the Interpol system.

To quote just one important source: Assistant Commissioner Richard L. Jackson, CBE, head of the entire Criminal Investigation Department, New Scotland Yard, (and the number two man at the Yard) until his retirement —

"... I felt it absurd that British police forces should not at least be exchanging information among themselves as effectively as the police forces of different countries exchange it through Interpol.

"Interpol ranks as one of the very few international arrangements to have been an almost complete success."

The story of the British police participation in Interpol is very important; it has contributed to the leadership and growth, even more so than the USA's contribution at times.

As in the United States, there are many police officers of various ranks who are uninformed about the work of Interpol and how it functions.

For example, while I was working at the New York City Police Department, I found instances in which detectives were struggling with cases in which help would have been readily available, on request, from Interpol.

I found half-informed and uninformed detectives who made Hallett-type comments about Interpol, working side by side with other detectives who had used Interpol facilities to solve cases.

Beyond Interpol's activity in police services and progress of police sciences, the organization is also heavily engaged in progress of basic concepts and theory of criminal justice.

Beyond both of these, Interpol is the agency for administration and direction of several major facets of international law enforcement. If an Interpol did not exist — today and for the past 53 years — it would have to be created.

In summary, I suggest it should be brought to the attention of your readers that Assistant Chief Constable Hallett's views are not representative of the "British Concepts" with regard to Interpol.

I also suggest respectfully that you may wish to obtain one of my books on the subject of Interpol, and review them for whatever value that may have — for both

students and working law enforcement officers.

Inside Interpol, 1975, Coward, McCann, Geoghegan, NYC.

Interpol, 1977, Popular Library — CBS Publications, NYC.

Scotland Yard was helpful in preparation of my books on Interpol.

Michael Fooner
New York

Dear Editor:

As authors of the Police Foundation's recently published report on police response time, we appreciate Carl Wiedemann's review of our study in the December 7 edition of Law Enforcement News. Wiedemann's remarks are essentially positive. He does indicate, however, that there are certain problems of a "technical nature" with our study. We particularly want to discuss those "problems."

Wiedemann suggests, for example, that stepwise regression might not have been the most desirable data analysis technique, "because more orderly advance in behavioral science is likely to occur where researchers armed with theories provide hierarchical ordering which reflects causal hypotheses. . . ." However much we may concur in this judgment, the subject of response time research is not currently endowed with such theories and hypotheses. As a result, our study was explicitly exploratory, and Draper and Smith in Applied Regression Analysis indicate that, under such circumstances, they "believe this to be the best of the variable selection procedures discussed and recommend its use." (1966: 172) Wiedemann argues that, in addition to the "step-up regression" technique we employed, we should have applied "step-down regression." As Wonnacott and Wonnacott in Econometrics indicate, "In practice, the forward procedure [Wiedemann's "step-up" method] is typically used by computer programs in the interest of cost, since alternative stepwise procedures involve fitting regressions of larger dimension" (1970: 309). Thus, we used the standard exploratory analysis technique available. To have applied other techniques perhaps would have provided interesting methodological comparisons, but such was not the aim of our modest paper.

Wiedemann suggests that we should not have allowed the "difference between expected observed response time" to be entered into a prediction equation ahead of demographic variables. This suggestion fails to consider the nature and purpose of our inquiry. We sought to provide an exploratory analysis of factors associated with response time, with the hope that our results might be of some benefit to police administrators who allocate expensive resources to reduce that time. Although variables could be forced into the equation in any order whatsoever, we chose, lacking a theoretical framework, not to impose such order arbitrarily, but rather to allow the computer to select the variables with the most explanatory power. To have imposed an ordering begs the question we sought to answer: "What is the set of variables which best predicts satisfaction with response time?" To have imposed demographic variables specifically for initial consideration would necessarily imply that immutable characteristics, beyond the power of police departments to manipulate, would have taken precedence over factors which can be changed. Such demographic variables, composites of more complicated underlying variables, are ex-

remely difficult to interpret. Had we forced those variables to be first in the equations, the reader would then have been confronted with an additional series of questions such as, "What is it about the demographic characteristic of being old, black, or female which influences citizens' expectations of response time?" Since we sought only to provide analyses from which constructive action might be taken, we did not coerce such variables into prominence. Empirically, the issue is moot: Although Wiedemann contends that expected response time could be a function of demographic characteristics, Tables 33, 34, and 35 of our report show only negligible relationships among such variables and expectations.

Finally, Wiedemann argues that what we refer to as a "partial correlation coefficient" is "almost certain" to be a "semi-partial correlation coefficient." In fact, as our report clearly states, our tables contain partial correlation coefficients, not semi-partial.

We agree with Wiedemann that an important goal of science is to refute and confound common sense. We are flattered that he places our study in the category of research which serves that function. We hope that further research concerning response time and other areas of policing can subject assumptions that are "intuitively obvious" to the hard scrutiny of

rigorous research

Sincerely,
Tony Pate
Amy Ferrara
Robert Bowers
Washington, D.C.

New Books on Review

Continued from Page 11

provides a basic course in the technical aspects of photography as it applies to the law enforcement function. Chapters cover photographic equipment and techniques as well as technical areas of police photography: surveillance, identification, close-ups, copying, photomicrography, document examination, fingerprints, tool marks and court exhibits. The author not only discusses what and how to photograph, but why certain evidentiary items must be captured on film.

To amplify and clarify the well-written text, the book is well-printed with numerous high-quality photographs. A thorough index is provided.

—Daniel P. King

In the Next Issue of LEN:

An Interview with Reginald Eaves,
Atlanta's Comm. of Public Safety

New Publications from The Criminal Justice Center

The following publications are now available from the Criminal Justice Center of John Jay College of Criminal Justice

Evidence Technician Program Manual — # of Copies
By Joseph L. Peterson and James H. Jones \$2.95

This manual examines the role of police officers and civilians charged with the responsibility of searching crime scenes for physical evidence and returning it to the forensic laboratory for analysis. The authors discuss five important aspects of developing an effective evidence technician program, including selection and training of personnel, the physical resources needed for the processing of crime scenes, optimal organizational structures, effective field operations, and guidelines for developing meaningful evaluations. (89 pp.)

Guide to Library Research in Public Administration — # of Copies
By Antony E. Simpson \$4.95

This book was especially written for graduate students, undergraduates, faculty and organizationally-based researchers, engaged in research in public administration. It includes material likely to be of considerable value to students in other specialties within the social sciences.

The major sources and reference tools which provide access to the literature of the field are cited and described and are discussed in the context of an overall library search strategy designed to solve any given research problem. (210 pp.)

Grants and Grantmanship — # of Copies
By Robert E. Gaensslen and Allanna Sullivan \$7.75

For many organizations, seeking external funding is becoming a matter of prime concern. Because of the present economic crunch, the programs and services of agencies are being cut and modified. Therefore "grantmanship" is fast becoming a necessary skill. To help inform those in the criminal justice field of the intricacies involved in acquiring a grant, the Criminal Justice Center at John Jay College has reprinted "Grants and Grantmanship," a three-part series published in LAW ENFORCEMENT NEWS (16 pp.)

Basic Legal Research in the John Jay College of Criminal Justice Library — # of Copies
By Antony E. Simpson \$1.50

Written to meet the particular needs of the John Jay College student body, this booklet presents discussion and descriptions of selected bibliographic sources appropriate for legal research involving federal, New York State and New York City law. Such tools as citators, digest and encyclopedia are discussed in depth. The booklet provides a valuable and concise introduction to legal bibliography and standard techniques of legal research. (42 pp.)

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Make checks payable to the Criminal Justice Center, John Jay College of Criminal Justice, 444 West 56th Street, New York, NY 10019.

Current Job Openings in the Criminal Justice System

Traffic Instructor The Iowa Law Enforcement Academy in Johnston is seeking an instructor to administer and conduct its traffic related training programs. Minimum qualifications include two years of education at an accredited college or university, five years of active law enforcement experience, and accident investigation training. Salary range is \$14,066 to \$19,292.

Send resume to: John F. Callaghan, Director, Iowa Law Enforcement Academy, P.O. Box 130, Camp Dodge, Johnston, IA 50131. Telephone: (515) 278-9357.

Assistant Professor, Criminal Justice King's College in Wilkes Barre, Pennsylvania is offering a one year replacement appointment, with the possibility of renewal. Ph.D. is preferred, however, candidates must have a master's degree plus teaching experience.

Appointee will begin in the Fall of 1977. Send complete resume, including three letters of reference, to: Dr. Denton B. May, Academic Dean, King's College, Wilkes Barre, Pennsylvania 18711. Application deadline is March 15, 1977.

Assistant Professor, Sociology Position at the University of Connecticut involves teaching introductory courses related to the study of crime and law, and counseling students. Ph.D. with broad sociological background with special strengths in criminology, sociology of law and deviance required.

Position will be available on September 1, 1977. Apply by February 15, 1977 to: Sociology Recruitment Committee, U-68, University of Connecticut, Storrs,

Connecticut 06268. Specify position number 7A-32 in your application.

Faculty Position. A full-time Instructor's position is available in the Police Administration Department at St. Petersburg Junior College, St. Petersburg, Florida. Appointment date will be July 1977. Master's degree preferred. Would also prefer five years of law enforcement experience and some teaching experience. Starting salary with these qualifications would be \$15,656. Duties include teaching in the academic program and developing and administering some training seminars.

Send resume to: Mr. Robert B. Tegarden, Coordinator, Department of Police Administration, St. Petersburg Junior College, P.O. Box 13489, St. Petersburg, FL 33733.

Assistant/Associate Professor. Three positions are available at the University of New Haven in Connecticut. All positions involve teaching in the university's graduate criminal justice program along with involvement at the undergraduate level. One position may involve some teaching in nearby extension facilities.

Candidates should have a Ph.D. or similar degree in criminal justice, or related area such as law, corrections, psychology or criminology. The salary range is \$13,000 to \$19,500 and will be dependent upon academic qualifications and experience.

Send resume by January 31, 1977 to: L. Craig Parker, Jr., Director, Division of Criminal Justice, University of New Haven, 300 Orange Avenue, West Haven, CT 06516.

Faculty Member Clayton Junior College in Morrow, Georgia will have an instructor or assistant professor position available in September, 1977. MS in criminal justice is required, however, a doctorate is desired. Rank and salary will be dependent upon qualifications.

Application deadline is February 1, 1977. Submit resume to: J.R. Bauleh, Chairman, Division of Social Sciences, Clayton Junior College, Morrow, GA 30260.

Assistant Professor. Wichita State University is seeking candidates for a position which will begin in August 1977. Background in public administration or agency administration is required, and some teaching experience is preferred. Candidates should possess a doctorate. Salary is competitive and will be commensurate with qualifications.

Send resume and two letters of reference to: Dr. Wayne Dunning, Chairman of Personnel Committee, Department of Administration of Justice, Wichita State University, Wichita, KA 67208.

Lecturers The Overseas Divisions of the University of Maryland University College are seeking lecturers in law enforcement and criminal justice to begin August, 1977. Ph.D. or doctoral candidate or two relevant masters and recent college teaching experience is essential. Preference will be given to generalists who can teach in both criminology and law enforcement. Good classroom performance is a must.

Positions require travel every two months. No family housing or dependent schooling will be provided.

Send application and resume to: Dean, University of Maryland University College, College Park, MD 20742.

Faculty Positions. The State University of New Jersey at Rutgers' School of Criminal Justice invites applicants for faculty positions in the school's graduate program on the Newark campus. The school offers interdisciplinary programs of instruction toward the master of arts and doctor of philosophy degrees and engages in research and public service.

Position ranks will depend on qualifications and experience. Appointments are on university budget lines, to begin in fall semester, 1977. Special consideration will be given to candidates with expertise in the following areas: research program development, law enforcement research methods and statistics, and community organization.

Send application and resume before February 1, 1977 to: Don M. Gottfredson, Dean, School of Criminal Justice, Rutgers University, 53 Washington Street, Newark, NJ 07102.

Assistant Professor of Criminal Justice A temporary one year position is available, beginning September 1977, at

Pan American University in Edinburg, Texas. Responsibilities involve instructing introductory and advanced courses in criminal justice with a law enforcement emphasis.

Minimum qualifications: masters degree in criminal justice or law enforcement; police experience preferred. Compensation dependent upon qualifications, starting at \$14,000 for nine months with summer teaching generally available.

Send vita and unofficial transcript before March 15, 1977 to: David L. Carter, Coordinator, Criminal Justice Program, Pan American University, Edinburg, TX 78539.

Program Director. The State University College at Brockport, N.Y. is seeking a criminal justice program director of senior faculty rank for Fall 1977. Responsibilities will include expanding existing interdisciplinary undergraduate program, maintaining liaison with area programs, and teaching one course each semester and summer.

Candidates must have completed a graduate program in criminal justice or a related discipline, have substantial teaching and/or field experience in the area of criminal justice, and possess demonstrated administrative and research competence.

Send resume, letter of application, and have three letters of reference sent to: Dr. James D. Jones, Chairman, Criminal Justice Search Committee, Faculty Office Building, State University College, Brockport, NY 14420. Application deadline is February 15, 1977.

Faculty Position. Armstrong State College in Savannah, Georgia is now accepting applications for a faculty position in its Department of Criminal Justice. Successful candidate will begin during the Fall Quarter of this year.

Applicants must hold and earned doctorate in criminal justice or a related field. Instructional areas will include human relations and research methods.

Deadline for application is June 1, 1977. Send vita to Dr. William Megathlin, Head, Department of Criminal Justice, Armstrong State College, Savannah, GA 31406.

JOB ANNOUNCEMENTS

If your department, agency or educational institution has any job openings in the criminal justice field, we will announce them free of charge in this column. This includes administrative and teaching openings, civil service testing date periods for police officers, etc., and mid-level notices for federal agents.

Please send all job notices to: Jon Wicklund, Law Enforcement News, 448 W. 56th Street, New York, NY 10019. (212) 489-5164.

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February 14-18, 1977. Seminar on Sexual Offenses and Sexual Behavior. Sponsored by Indiana University's Center for Criminal Justice Training, and to be held in New Orleans. Tuition fee: \$250.00. For more information, write: Center for Criminal Justice Training, Indiana University, School of Public and Environmental Affairs, Harrison Building, Suite 502, 143 Market Street, Indianapolis, IN 46204.

February 14-18, 1977. Workshop: Organization and Management of Multi-Agency Narcotic (MAN) Units. To be held in Columbus, Ohio by IACP's Professional Development Division. Details can be obtained from Ray Garza, Police Management and Operations Divisions, IACP, 11 Firstfield Road, Gaithersburg, MD 20760. (301) 948-0922.

February 14-15, 1977. Mid-Winter Seminar on Current Problems and Concepts in Police Administration. To be held in Louisville, Kentucky. Tuition: \$300.00. For further information and registration, contact: Seminar Coordinator, Southern Police Institute, School of Police Administration, University of Louisville, Louisville, KY 40208. (502) 636-4534.

February 15-17, 1977. Workshop: Techniques to Prevent Corruption. In Atlanta, co-sponsored by Georgia State University and John Jay College of Criminal Justice. Registration fee: \$50.00. For further information and registration, contact: Nancy Rutkowski, Workshop Coordinator, Criminal Justice Center, John Jay College of Criminal Justice, 444 West 56th Street, New York, NY 10019. (212) 247-1600.

February 22-24, 1977. National Conference on Criminal Justice Evaluation. At the Sheraton-Park Hotel, Washington, DC. Sponsored by the National Institute of Law Enforcement and Criminal Justice. Registration fee: \$10.00. For additional details and registration packet, contact: Conference Manager, Koba Associates, Inc., 2001 S Street, N.W., Washington, DC 20009. (202) 265-9114.

February 28-March 25, 1977. Police Executive Development Program. To be held in University Park, Pennsylvania. More information and application forms can

be obtained from: James R. Horner, Training Supervisor, POLEX Program, The Pennsylvania State University, S-203 Human Development Building, University Park, PA 16802.

March 7-10, 1977. Workshop on Equal Employment Opportunity and Affirmative Action. To be held in Atlanta under the sponsorship of the International Association of Chiefs of Police. For complete information, write: IACP, Legal Development Division, 11 Firstfield Road, Gaithersburg, MD 20760. (301) 948-0922.

March 7-18, 1977. Police Supervisor In-service Training (POSIT) Program. At University Park, Pennsylvania. Tuition fee: \$475.00. To obtain additional details, contact: Edwin J. Donovan, Pennsylvania State University, S 203 Henderson Human Development Building, University Park, PA 16802. (814) 863-0357.

March 7-June 10, 1977. Administrative Officers Course. Sponsored by the Southern Police Institute, University of Louisville. Applicants must be full-time law enforcement officers on active duty with at least two years service. Students can earn 15 hours of college credit through the University's School of Police Administration. Course fee: \$800.00 plus \$225.00 for books. For complete details, write: Director, Southern Police Institute, School of Police Administration, University of Louisville, Louisville, KY 40208.

March 14-16, 1977. Seminar on Security Supervision. Presented by Indiana University's Center for Criminal Justice Training, in Indianapolis. Tuition \$75.00. For more information, consult February 14-18.

March 14-18, 1977. 30th Annual Convention of the National Burglar and Fire Alarm Association. At the Century Plaza Hotel in Los Angeles. More information is available from: NBFAA, 1730 Pennsylvania Avenue, N.W., Washington, DC 20006.

March 14-18, 1977. Workshop "Police Manpower and Resources Management." To be held in Denver by IACP's Professional Development Division. Further details can be obtained from: Ray Garza, Police Management and Operations Division, IACP, 11 Firstfield Road, Gaithersburg, MD 20760.

March 17-18, 1977. Short Course on Security and Privacy Issues for Criminal Justice Personnel. To be held in Chicago. Tuition: \$155.00. For more information, contact: Michael O'Neill, Vice President, Theorem Institute, 1737 North First Street, Suite 590, San Jose, CA 9512.

March 20-23, 1977. Consumer Fraud Seminar. To be held in San Antonio, Texas, under the sponsorship of the National College of District Attorneys. For further details, contact: Registrar, National College of District Attorneys, College of Law, University of Houston, Houston, TX 77004. (713) 749-1517.

March 20-24, 1977. Fourth National Conference on Juvenile Justice. Sponsored by the National Council of Juvenile Court Judges and the National District Attorneys Association. To be held at the Hyatt House, Orlando, Florida. Tuition: \$160.00. For complete information, write: Institute Director, National Council of Juvenile Court Judges, University of Nevada, P.O.

Box 8000, Reno, NV 88507

March 21-25, 1977. Police Instructors Course. At St. Petersburg Junior College. Tuition \$125.00. For full details, write: Robert B. Tegarden, Director, Florida Institute for Law Enforcement, P.O. Box 13489, St. Petersburg, FL 33133.

March 21-April 1, 1977. Management Seminar on Terrorism. Presented by the New Jersey State Police at their Sea Girt Training Center. Designed for command-level personnel. Transportation costs to and from the seminar are funded in full, and all meals and lodging are provided. For registration and additional details, contact: Sgt. J.M. Paulillo, Project Coordinator, New Jersey State Police Training Center, Sea Girt, NJ.

March 28-30, 1977. Workshop "The Crime of Rape: the Police Response." To be held in University Park, Pennsylvania. Fee: \$175.00. For application and further details, contact: Edwin J. Donovan, Pennsylvania State University, S-203 Henderson Human Development Building, University Park, PA 16802.

April 5-May 5, 1977. Training Course on Supervision of Personnel. Tuition: \$100.00. Full information is available from: The Center for Criminal Justice, Case Western Reserve Law School, Cleveland, OH 44106. (216) 368-3308.

April 6-9, 1977. National Symposium: "Progress in Criminal Justice - By Whose Standards?" At the Fairmont Hotel, New Orleans. Co-sponsored by the National Clearinghouse for Criminal Justice Planning and Architecture and LEAA. Tuition: \$110.00 for educators and employees of local, state and Federal agencies, and \$170.00 for all others. For more information, contact: James Taylor, Symposium Coordinator, NCCJPA, 505 E. Green, Champaign, IL 61802.

April 10-15, 1977. Training Workshop for Police Planners. To be held in Athens, Georgia. For details, call or write: Mike Swanson, Continuing Education Program, Police Sciences Division, Institute of Government, University of Georgia, Athens, GA 30602. (404) 542-2994.

NY Governor Pardons Seven, 'Closing' Attica Prison Incident

Continued from Page 1

guards' union. He added that the governor's move gives inmates "an open license to do or cause any harm without retributions anywhere."

Commenting on Carey's remarks about the retaking of Attica, Wert said, "It leaves a cloud of suspicion over our heads. A shred of doubt is still there because 20 correction employees or state troopers are left out on a limb."

The governor's statement differed somewhat from the recommendations made by Scotti, who was appointed by Carey last year to "review" and bring to a "just conclusion" the state's investigation of the riot.

Scotti originally said that successful criminal prosecutions against guards and troopers were not possible because of the "unavailability of evidence." However, he recommended last April that disciplinary action against the 20 state employees was warranted because the standard of proof for such punishment is less than that required in a criminal trial. He added that "any departmental disciplinary action would still be timely."

Instead of carrying out Scotti's propo-

sal, the governor followed the advice of William Connelie, the superintendent of state police, and Benjamin Ward, Commissioner of the state's Department of Correctional Services.

"The time has come to firmly and finally close the book on this unhappy chapter of our history as a just and humane state," Carey said. "I am therefore accepting the recommendations of Superintendent Connelie and Commissioner Ward that no disciplinary action be commenced against the 20 state officers and employees identified by Mr. Scotti."

Although Scotti had recommended pardons for "some" of the inmates of the Attica inmates who had been convicted of committing crimes, Carey went one step further in commuting the sentence of Hill, who was not on the special prosecutor's list.

Some observers said that the granting of clemency to Hill was highly unusual since an appeal of his conviction is currently pending before an appellate court in Rochester.

Hill, a Mohawk Indian who had been in Attica on a parole violation charge, is serving his sentence at the Greenhaven Correc-

tional Facility. When he was told of the governor's action, Hill said, "The only thing that got me through has been deep faith in the religion of my people and my concern for all the wrongs committed against them and other oppressed people." William Kunstler, who served as one of Hill's attorneys, described his client as being "flabbergasted" by the news of the clemency.

A total of 62 inmates were named in indictments stemming from the four-day Attica uprising. Two were convicted at trials, and six other defendants entered pleas of guilty to less serious crimes than those with which they had originally been charged. The lone indictment against a correction officer, charging him with reckless endangerment, was dismissed last fall.

Carey's action cancel all but one of the remaining indictments, which involves a former Attica inmate who is still a fugitive.

The governor noted that his clemency action "should not be construed as a reflection of a lack of culpability" for conduct during the prison riot.

"Rather, these actions are in recognition that there does exist a larger wrong which transcends the wrongful acts of individuals

caught in the seamless web into which the tragedy of Attica has spun itself," Carey said. "They are recognition of the immutable principle in our society that the state itself should not sanction the maintenance of legal proceedings out of harmony with the principles of equal justice."

Chi PD Moves Against Spanish Speech Blocks

The Chicago Police Department recently implemented a number of programs designed to break the language barrier as part of a continuing effort to aid Spanish-speaking citizens.

"Since early in 1965, the Chicago Police Department has recognized the need to have Spanish-speaking police officers on duty in neighborhoods where Spanish is the predominant language spoken," a department spokesman said. "The department further recognized the need to have crime prevention related material printed in Spanish."

Chicago police currently distribute five pamphlets in Spanish, covering such topics

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New Products For Law Enforcement

Items about new or modified products are based on news releases and/or other information received from the manufacturer or distributor. Nothing contained herein should be understood to imply the endorsement of Law Enforcement News.

STRESS FILM SERIES — "Officer Stress Awareness" is a 16mm, color/sound series of three films that defines the problems of job-related stress and examines officer response to these pressures.

The first film documents how police work is the most dangerous job in the world in terms of emotional stress. It notes that twice as many officers commit suicide as are killed in the line of duty, that police have one of the highest rates of heart attacks of any occupational group, and that alcoholism is ranked as a serious problem by many of the nation's departments.

"Internalizing Problems" — the second film of the series, demonstrates how some officers create a stress "time bomb" within themselves. It illustrates how to recognize the internalizations of stress before they affect the individual officer, his partner, or the department.

The third film of the series discusses externalizing problems. It notes that the externalizer may become careless, callous, or badge-heavy in responding to stress.

For rental or purchase information, contact: Harper & Row Media, 10 East 53rd Street, New York, NY 10022.

CAMERA-BINOCULARS — Nikon's Model TF incorporates an automatic, half-frame, 35mm camera into a pair of 7x50 binoculars for surveillance operations.

Featuring a spring-wound motor that automatically advances the film, the device accepts any standard 35mm film, B/W or color. A total of 72 pictures can be obtained from the normal 36-exposure roll, and one full winding is sufficient for about 20 shots.

The camera features a F/3.5, f-165mm lens, a 10-degree picture angle, a three-speed focalplane shutter, and a film counter. The weight of the complete unit is 3.5 pounds.

For ordering information, contact: Fargo Company, 1162 Bryant Street, San Francisco, CA 94103. Telephone: (415) 621-4471.

SPEECH SCRAMBLER — The Gretacoder 101 is designed to protect voice messages transmitted over radio or regular telephone channels from unauthorized listeners.

The device utilizes a two-dimensional rolling scrambling principle which processes the clear signal with two independent digital scrambling programs. As a result of this technique, unauthorized persons are unable to understand the confidential information even when repeatedly listening to it on a recorded tape. Cracking the message with computers and other sophisticated devices is made difficult by the fast and continuous change of scrambling parameters.

Featuring high reliability, easy troubleshooting and the most up to date technology, the scrambler weighs 8.8 pounds and is available in both AC and OC models.

Full details and specifications can be obtained from: Saber Laboratories, Inc., 1150 Bryant Street, San Francisco, CA 94103. Telephone: (415) 431-4707.

CORRESPONDENTS WANTED

Law Enforcement News is seeking state correspondents to write stories dealing with topics of interest to the criminal justice community.

COUNSELOR AT LARGE

By MICHAEL BLINICK, Esq.

Improved Handling of Threats to Commit Harm

There is a great need for new and more effective laws and procedures to deal with threats of harm to person or property, made by a known individual against another, due to anger or psychiatric disorders — or perhaps the desire to intimidate the victim and coerce him into obeying the perpetrator's wishes.

Such threats may be made against such persons as:

- ¶ merchants
- ¶ neighbors
- ¶ teachers
- ¶ employers
- ¶ former friends
- ¶ family members
- ¶ estranged lovers or spouses
- ¶ civic leaders or other prominent people
- ¶ journalists or others who report or expose activities that others would prefer not be publicized

- ¶ complainants in cases of adolescent vandalism or other offenses
- ¶ participants in community or other disputes
- ¶ those involved in controversies concerning minority group rights
- ¶ youths involved in school or neighborhood conflicts

The best way to proceed would be the creation of a Federally — or privately — funded project which would, after conducting the necessary research and analysis, develop a "prescriptive package" to help state and local authorities:

- (a) seek more potent legal and administrative remedies against such menacing conduct; and
- (b) develop ways of using specially trained police officers, along with prosecutors, other attorneys and mental health personnel, to defuse the hostility and resolve the underlying dispute.

At present, overworked policemen may tend to give threat complaints short shrift. Even where the alleged threats are clearly substantiated, the complainant will often be told that nothing can be done unless and until the perpetrator takes overt action of some sort. Such "action," however, can mean a needless tragedy.

Since the voicing of threats may be the precursor of aggravated assault, homicide or other serious offenses, and since the threats by themselves, even if not carried out, result in suffering for victims, who may live in constant (and well-justified) fear, society should be far more responsive to their needs.

As with other types of interpersonal conflict, the conventional criminal process — arrest, prosecution, and possibly incarceration — may worsen the situation rather than improve it. And a victim, fearful of enraging his antagonist further, may not even want to call in the police. Therefore, the methods to be evolved and recommended would be designed primarily to reduce the perpetrator's anger and lessen the risk of his committing a violent act. The project would thus be following in the tradition of other successful efforts to modernize and humanize, while simultaneously strengthening, the mechanisms for social control of dangerous deviant behavior — projects such as:

- (a) the pioneering training of police officers for family crisis intervention
- (b) the hostage negotiation teams of the New York City Police Department
- (c) the police conflict management units in such cities as Dayton, Ohio
- (d) the "violence clinic" in Baltimore, where psychiatrists from Johns Hopkins University deal with self-referred and other voluntary patients who want to overcome their urges to hurt others
- (e) the "dispute center" conducted by the Institute for Mediation and Conflict Resolution that provides an alternative to Summons Court in New York City
- (f) the "Arbitration as an Alternative" program of the American Arbitration Association, instituted in several cities, that similarly replaces the "private criminal warrant" with a more effective process
- (g) the Night Prosecutor program of Columbus, Ohio (chosen as an LEAA Exemplary Project), which presents another variant — using official auspices — of the two foregoing approaches.

The proposed project would make a significant contribution to preventing serious crime while reducing victims' terror and anguish in threat cases.

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Chicago PD Moves to Break Down Language Barriers with Hispanics

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as "Young People with the Law" and "Police Community Relations Beat Representative Program." Future plans call for the publication of all department pamphlets, films and slide presentations in Spanish.

To help the force cope with the language barrier, the department is presently compiling a training bulletin that will contain key emergency words in Spanish. The pamphlet will focus on phrases that can be answered with a yes or no or that need no response. Officers who are conversant in Spanish will be utilized at roll-call training sessions to familiarize others

in the pronunciation of the key words. In two other programs, 465 police officers recently completed a conversational Spanish course conducted by Training Division personnel, and 241 Latino police officers were assigned to patrol Spanish-speaking communities.

Superintendent James M. Rochford noted that the department is presently working on a project that will educate non-English speaking citizens of their rights, responsibilities and obligations to others. He added that the force will examine new ways to utilize department personnel who can communicate in a second language.